

# HISTORY OF EDUCATION IN IOWA



CLARENCE R. AURNER





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HISTORY OF EDUCATION IN IOWA  
VOLUME V



# HISTORY OF EDUCATION IN IOWA

BY  
CLARENCE RAY AURNER

VOLUME V

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## EDITOR'S INTRODUCTION

THIS volume of the *History of Education in Iowa* includes brief accounts of the history of five types of State educational or semi-educational institutions in Iowa: the College for the Blind, the School for the Deaf, the Soldiers' Orphans' Home, the Reform Schools, and the Institution for the Feeble-Minded.

Dr. Aurner's work in compiling this volume was finished in 1916; but conditions brought about by the World War have delayed publication for a period of nearly four years.

BENJ. F. SHAMBAUGH

OFFICE OF THE SUPERINTENDENT AND EDITOR  
THE STATE HISTORICAL SOCIETY OF IOWA  
IOWA CITY IOWA





## AUTHOR'S PREFACE

THE history of six institutions provided for the education and training of the unfortunates among the children of the State is treated in this volume. It was not found advisable, however, to give separate chapters to the reform or industrial schools for boys and girls inasmuch as they were for the greater part of the time under the same management. The author has attempted to dwell mainly upon the educational and social phases of their history, using the material side only as it affected their development.

In the preparation of this volume the author has used the sources to which reference is made in the notes, not omitting any which in his opinion might throw light upon the facts or assist in interpretation. The author is indebted to Dr. Benj. F. Shambaugh and Dr. Ruth A. Gallaher for a critical reading and editing of the manuscript, and to Miss Helen Otto for assistance in verification. The index was compiled by Dr. Gallaher.

CLARENCE RAY AURNER

THE STATE HISTORICAL SOCIETY OF IOWA  
IOWA CITY IOWA



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PART I  
HISTORY OF THE COLLEGE FOR THE  
BLIND



## I

### FOUNDING A SCHOOL FOR THE BLIND

IOWA was the fifteenth State in the Union to provide an institution for the education of the blind. Prior to this event, however, provision had been made for State aid whereby fifty dollars annually might be drawn from the State treasury in favor of any blind person between the ages of ten and twenty-five who would apply that sum toward an education. But not more than \$100 could be granted to any one individual, nor could the entire sum appropriated amount to more than \$250 annually — that is to say, not more than five persons could receive assistance in any one year and no one individual for more than two years. This law was made effective through the agency of the county commissioners, the Superintendent of Public Instruction, and the Auditor of State.

In 1853 an “Asylum for the Blind” under a board of seven overseers was established at the capital of the State. The Governor, the Secretary of State, and the Superintendent of Public Instruction were *ex officio* members of this board; the other four were to be appointed by the Governor. Three classes of blind persons were to be admitted to the institution: (1) persons between the ages of seven and

twenty-two years whose parents were unable to educate them; (2) persons between twenty-two and thirty-five years of age who would be benefited by receiving instruction in some trade; and (3) persons not resident of the State who must pay to the "President of the Asylum" thirty-five dollars quarterly in advance for board and tuition. Residents of the State only were entitled to free instruction, and the approval of the overseers was necessary for the admission of persons over twenty-one years of age. The first appropriation of \$2000 was intended to provide for maintenance from February 2, 1853, until January, 1855, and this included "rent, musical instruments, books, stationery, fuel, provisions, salaries, and furniture". The overseers were to receive no compensation.<sup>1</sup>

In August, 1852, Samuel Bacon, a blind teacher of the blind, had opened a school in Keokuk; and this school, it appears, became the nucleus of the new State institution. It was removed to Iowa City, then the State capital, in February, 1853; and in April, 1853, it was organized under the administration of the overseers. The selection of Keokuk as the first site explains the disproportionate number of pupils from Lee County at the opening of the school following its removal to Iowa City. Mr. Bacon was retained as the principal; his wife became the matron; and one additional teacher was employed for music. The first session appears to have been continuous for fourteen months. At the time of the opening of the second session in September,



1854, a total of twenty-three pupils had been admitted.

At the very outset attention was called to the difficulty experienced in obtaining a suitable building to accommodate the number of pupils expected, and the erection of appropriate quarters was at once suggested. The building then occupied was the largest that could be secured in the city, but it did not furnish sufficient quarters to enable the managers to carry out the design of the legislature in educating all the blind in the State. Only temporary arrangements could be made, since it was anticipated that another location better suited to the needs of the population would be secured later. Satisfaction was expressed with the progress made in both academic and industrial departments; but the provision of the law which required the fact of a pupil's poverty to be recorded before he could be admitted was deprecated and its early amendment was proposed in order that the "distinction between rich and poor" might be entirely removed. Iowa alone among western States, it seems, made this distinction. Furthermore, the name "Asylum for the Blind" seemed inappropriate and it was suggested that the institution be designated as the "Institution for the Instruction of the Blind".

In 1853 the first national convention of teachers of the blind assembled, and to this conference the principal of the Iowa school was sent by order of the overseers. Not more than fourteen institutions, it is said, were represented at this convention; but the

group did not hesitate to appoint a committee to memorialize Congress for a land grant to aid in building up schools for the blind. Although Mr. Bacon obtained several donations of books and made purchases of apparatus as directed, he was not able on this journey to secure a sufficient supply for the classes already admitted.

The daily routine of the institution during this early period is worthy of notice. The children rose at half past five, and recited geography from six until seven; from seven to eight they breakfasted and had an intermission; arithmetic and algebra occupied the time from eight until nine, when a recess of ten minutes was allowed; an hour for vocal music and another ten minute intermission followed, and this in turn gave place to grammar and writing; and after another ten minute recess, instrumental music and reading raised print occupied the time until noon. At half past twelve the inmates of the school dined, and no further work was required until two o'clock; but from that hour until five the boys were engaged in making brooms and the girls in sewing, knitting, and bead work. The pupils were called to supper at half past five, after which they were free until seven o'clock, when they gave attention to history until eight. The younger children retired at nine, and the older ones at ten o'clock. Along with the instruction mentioned the news of the day was read to all. Some were taught the piano; and there was also a small class in geometry.<sup>2</sup>

The law governing this institution was amended

in 1855 so that "all blind persons resident of this State, of suitable age and capacity" should be entitled to an education at the expense of the State. At the same time the term "overseers" was changed to "trustees"; the per capita quarterly allowance plan of maintenance was adopted; and a generous sum was appropriated for extraordinary expenses. It was by this statute also that authority was given to permit pupils to travel about the State under proper protection in order to exhibit to the people the work of the school and to extend information relative thereto. Just before this law was passed the General Assembly had requested Governor James W. Grimes to submit information as to the number of blind in the State. He replied that he was unable to comply with the request in a satisfactory manner since the census was wholly unreliable; but according to the estimates of Mr. Bacon, to whom the Governor referred, there were about two hundred blind persons in Iowa. It was during the same session that the Governor and Secretary of State were authorized by joint resolution to receive proposals and examine sites for the permanent location of the institution; and they were empowered to accept deeds for land that might be selected. Thus there appears to have been nothing in the way of an early decision in locating the institution.

When the principal submitted his report in 1856 the school at Iowa City was occupying its fourth building; accordingly his request for a permanent location seemed quite reasonable.

That extraordinary efforts were made by Mr. Bacon to secure the latest information concerning the methods of educating the blind is shown by the fact that he had visited many other State schools of this kind and had collected the apparatus needed as rapidly as funds would allow. It is apparent also that certain improvements in instruction were only waiting for the perfecting of apparatus. The academic work at this period included the following subjects: geography, reading raised print, writing, grammar, logic and rhetoric, arithmetic, algebra, plane and analytical geometry, and differential calculus — a course which followed the general outline of the proposed public school curricula of the time. In addition to these subjects, music played an important part — a feature that has persisted throughout the history of the school. The only change in the industrial instruction seems to have been the addition of mat weaving to the work for boys. This department was aiding in its own support since brooms, mats, and bead work could be sold for cash.<sup>3</sup>

The brief report for the year 1857 was not optimistic. Indeed, the principal had become somewhat discouraged as is evidenced by the following words: "Whether it will be my lot to preside over this Institution much longer is a question of time. I have labored long and hard and am weary. It has been the height of my ambition to be at the head of a well-ordered Institution, in a suitable building. But this I despair of ever seeing in Iowa, where there is so much squabbling about localities as to prevent

proper legislation, and where from the recent settlement of the inhabitants, and their little knowledge of one another, it is difficult to obtain statistics so as to increase the school as fast as desirable." It is evident that his discouragement was due to the failure of the legislature to provide a definite location for the school rather than to a lack of adequate funds for ordinary expenses. The trustees, however, do not appear to have been alarmed, since they asserted that there was ample room to accommodate the thirty other blind persons in the State who were known to be desirous of attending the institution but hesitated because the work had not been explained to them. The members of the legislature were therefore urged to do personal work in their respective counties or districts.<sup>4</sup>

Governor Grimes said in 1858 that the number of blind pupils was so small that it would be more economical to provide for their education in some other State, than to maintain the school for this class in Iowa. Nevertheless, some influence moved the General Assembly in March following to provide for a commission to select a permanent location for the school and to supervise the erection of buildings. James C. Traer of Benton County, John W. Jones of Hardin County, and Hosea W. Gray of Linn County constituted its membership. Among the limitations on the powers of the Commission was the requirement that a donation of not less than forty acres of land must be made by the community which desired the institution and that the cost of the equipment in

buildings and furnishings should not exceed \$20,000. On this basis they were authorized to contract. Furthermore, only \$15,000 was appropriated, and none of this was to be available until citizens of the community, where it was proposed to establish the institution, should subscribe \$5000 in addition to the donation of land.

On May 8, 1858, the Commission met at Vinton, where the requirements in land and money had been provided by the citizens. The exact site was soon selected and one of the commissioners, Mr. Traer, was authorized to make an investigation of some similar institution already equipped and in operation in order that first-hand information as to such structures might be available. For this purpose he visited Ohio, Indiana, Michigan, and Wisconsin. Information secured on this tour of investigation may have led to the subsequent action of the Commission which incurred severe criticism—at any rate the instructions and limitations of the statute governing the amount to be expended were disregarded. Indeed, the plans and estimates from the beginning called for the investment of over \$50,000, whereas the law appropriated only \$20,000. It should be said, however, that the commissioners assumed the responsibility knowingly—in order, as they said, to protect the State from losses which would result from what they believed to be mistaken economy. They were confident that good citizens everywhere would approve their action. Thus, with barely enough money to complete the foundation and

the lower walls the Commission came before the General Assembly in 1860 asking for an additional appropriation of \$40,000 — a large sum, it will be observed, for that time.<sup>5</sup>

In thus exceeding their authority the Commission misjudged the temper of the General Assembly; for on the third day of the session in 1860 a resolution was passed by that body commanding the Commission to show by what authority they had exceeded the imposed limitations. Furthermore, a bill to repeal the act passed in 1858 to locate the school for the blind and to appropriate money for its construction was introduced before adjournment; while a law prohibiting the Commission from making any contract in excess of the terms of the law, under penalty of a fine up to \$5000 or five years in the penitentiary for its violation, was adopted. Another statute authorized the Governor to appoint a single commissioner who, as soon as practicable, should take over all papers and documents of the three former commissioners and with the additional appropriation of \$10,000 then made proceed to complete the walls to the third story and cover the building with a pine shingle roof. At the same time the legislature ordered a change in the interior arrangements and required that prior to the commencement of definite work on the buildings the plans must all be submitted to the Governor for approval. And finally, it was provided that the entire remaining cost must not exceed \$20,000.

Criticism of the policy of the commissioners, how-

ever, was not limited to the General Assembly: it was asserted that those citizens who had contributed land and money had not received honest treatment inasmuch as the commissioners had sought to evade the law and to postpone the completion of the building. It was the opinion of some that private interests had dictated this policy. During the summer of 1859 much impatience was manifested over the situation, but delay was inevitable after the available funds had been expended.

In the meantime the actual work was continued at Iowa City where the officers regarded the prosperity of the institution with satisfaction. Indeed, it was said that in proportion to the population of the Commonwealth more pupils were enrolled in the school at this place and that they were taught at less expense than in any other similar institution — forty being the whole number in attendance. The State had provided sufficient financial support for the maintenance of the school at Iowa City until the time for the transfer came, when it was anticipated that an increase would be necessary. It is apparent that the trustees, although regretting the delay and the selection of the location at Vinton, had resigned themselves to a long wait, since it was their opinion that if the legislature should refuse to complete the building already begun the temporary quarters would serve for four or five years.

But the attitude of Mr. Bacon, the principal, was not so submissive. On the contrary, he protested decidedly against the State's policy of "trafficking"



in the misfortune of its dependents for the "paltry sum of five thousand dollars, subjecting the blind of the State to great inconveniences, and the Institution itself to eternal disadvantages". Other States, he declared, had seen fit to locate similar schools not only with reference to the opportunity for obtaining material and for disposing of manufactured articles, but also with some consideration of what the environment offered the pupils for their advancement. Moreover, he advised that the State abandon what had been invested at the site chosen and use the additional appropriation that would be necessary to complete the plant in erecting buildings at the capital or some other prominent and accessible place. And he believed that he should have been associated with the Commission in the planning of the building because of his acquaintance with many other schools of this kind in the country and his experience in teaching in such institutions. The principal also recommended as early as 1860 that a skillful oculist should be employed to visit the school once or twice a year. Such a provision, it was suggested, might encourage attendance.<sup>6</sup>

During 1860-1861 work on the building at Vinton was continued under the direction of the single commissioner, James B. Locke, but the school remained at Iowa City. The report for that biennium reveals a situation quite unchanged from that of the previous two years. It appears that the trustees and the principal were desirous of securing some more effective means of reaching the blind in different

sections of the State; and it was suggested by the trustees that public committees should be requested to provide clothing for such as were prevented from attending for that reason. It was also urged that county supervisors should learn of all persons who ought to be at the institution and extend needed aid.

Reference has already been made to the discouragement of Mr. Bacon relative to the establishment of a permanent home for the school. The delay in providing a suitable building appears to have led to his retirement after ten years of service; he announced his resignation to take effect at the commencement of the session in 1862. The report for the biennium, 1860-1861, was, therefore, his final formal document. It is probable that his successor had even then been selected, for a published item announced the election of Oran Faville as principal and his wife as matron. It was pronounced a splendid appointment, since Mr. Faville was regarded as a "gentleman of pure heart and cultivated intellect." Nevertheless, either the appointment was not accepted or unforeseen circumstances intervened for Mr. Faville did not begin work the following July as expected.<sup>7</sup>

## II

### PERMANENT LOCATION AT VINTON

In the spring of 1862 a final appropriation of \$10,000 was granted by the General Assembly, and provision was made for the removal of the school to Vinton as soon as the commissioner should notify the principal that the building was ready. Rev. Orlando Clarke assumed the duties of principal, and during August, 1862, preparations were made to transfer the school to the still unfinished building at Vinton. Indeed, the structure was not fully completed until November of that year, although the school opened in October with twenty-four pupils present. There had been forty in attendance prior to the removal, and before the close of 1863 more than sixty were enrolled — one-half of whom were new to the institution. As the accommodations of the school were considered sufficient for only eighty pupils, it appears that the three commissioners so unceremoniously displaced were not far wrong in their estimates of the needs of the institution.

The buildings were situated on the open prairie surrounded by traces of recent construction activities, and the prospect at the opening of school was not altogether inviting. Indeed, those in charge found it necessary to direct their energies to the

necessary improvements rather than to instruction along academic or industrial lines. Additional space, especially for the industrial department, was requested, it being estimated that at least \$4000 would be required to meet this need. In this connection reference was made to an exhibition given by the pupils before the General Assembly on Saturday evening, January 23, 1864. The principal brought the delegation to Des Moines at the request of the trustees, and a program, largely musical, was presented. It appears that interested members of the legislature were given an opportunity at this time to question the pupils with regard to their work at the school.

The increased attendance and small teaching force made necessary the employment of at least three of the more mature students as instructors. The course of study included the following: reading raised print, orthography and definitions, English grammar, English literature, rhetoric, writing with grooved board and pencil, writing with Braille's apparatus, arithmetic, algebra, geometry, astronomy, physiology, natural philosophy, mental and moral philosophy, natural theology, history, and thorough bass. Attention was called to the "facility with which the blind learn to write by means of a grooved board and pencil", whereby many were enabled to write letters. The introduction of the Braille system was credited to Elijah Sells, the president of the Board of Trustees. This system enabled pupils to make their own records, to refer to them and to read them when

desired. Music was at all times a conspicuous feature of the curriculum, as is evidenced by the band and chorus organized in the first years at the new location. The industrial department for boys was directed by John Cisna, a blind student. Although the facilities in this department were inadequate, preference was given to those for whom a trade seemed most vital, and in spite of inconveniences many had learned to make good brooms, brushes, and door mats. At the same time a pupil supervised the work of the girls who were engaged in making fancy worsted and bead work, in knitting, and in sewing. A collection of this work was donated to the Northwestern Sanitary Fair, held at Chicago in October, 1863, evoking a comment from the *Chicago Journal* on the remarkable skill exhibited.\*

The board was increased to five members in 1864, but two of the members named by the law failed to qualify and the Governor appointed two others in their places. Upon the organization of the new board a change was made in the supervision of the school, Rev. Reed Wilkinson succeeding to the position of principal. Some reorganization both in discipline and instruction immediately followed, and during the next biennium the principal personally visited and canvassed not less than seventeen counties in order to discover the actual number of blind who were eligible to admission under the law. It was estimated that there were less than a hundred blind persons of this kind in the State since the institution was strictly for educational purposes and in

no sense an asylum or a hospital. It was conceded that there might be three hundred blind of all classes in the State, but in the absence of an accurate census there was much uncertainty. If there were one hundred persons who might be benefited by attendance at the institution only about one-half of them were under instruction in 1865.

In his biennial message of 1864 Governor Samuel J. Kirkwood recommended the appointment of a visiting committee for this institution in order that its legitimate wants might be ascertained and the State do for its blind whatever seemed necessary. Such a committee was appointed in 1866, and the investigations of the members were quite searching. For example, it was reported that the furnishings were wholly inadequate, and particular attention was called to the exposure of the children during the winter season. Modern systems of heating were not provided in these early institutions and the hallways were so cold that water coming in contact with the floors froze immediately. No stoves could be permitted in the dormitories because of the danger from fire; and the sleeping quarters were so cold that the committee declared it made "one shudder to think of three score persons, whose condition makes them tardy in retiring to or rising from their icy beds in midwinter in the third story of a high, isolated stone building." There were things to commend, however, in both academic and industrial departments. The committee called attention to the possibilities of industrial education as illustrated in the person of

one John Thompson who at thirty-nine years of age, and after three years of blindness, had undertaken to learn a trade. After only six months he had acquired sufficient skill to make a fairly good broom and was thus enabled to become self-supporting.<sup>9</sup>

In 1867 another change occurred in the management when Mr. James L. Geddes succeeded Mr. Wilkinson. At this time there were five teachers in addition to the principal: two in the department of general education, one in music, and two in the industrial department. The course of study was not changed from that reported in 1864, but the trustees called attention to the important place that music held in such institutions and requested authority from the General Assembly to fix the compensation of the head of that department. Prior to this time, it was asserted, the law establishing a maximum wage had compelled the employment of advanced pupils after S. H. Price, the accomplished teacher in charge, had left the State. He had returned, however, at the earnest request of the authorities but only on the condtion that he should be suitably paid. At the same time the ability of pupils in certain advanced subjects, notably in mathematics, was referred to with considerable enthusiasm and several were employed as assistants in teaching classes.

The legislation following the report of the visiting committee and the recommendations of the trustees was important. First, the principal was made ex officio a member of the Board of Trustees, but without a vote in connection with questions relating to

himself; second, the trustees were authorized to establish the compensation of all employees; and third, money was appropriated to remedy the defects noted by the visiting committee of the legislature in 1866 in addition to the \$30,000 for a new wing as originally planned.<sup>10</sup> The management appeared to have the full confidence of the General Assembly since all of the immediate demands were met.

In 1869 Mr. Geddes was called to the State Agricultural College. He was succeeded by Rev. S. A. Knapp who, the trustees said, had "an extensive experience in the management of similar educational institutions" which warranted a belief in the success of his administration. Upon him was placed the responsibility not only of the direction of instruction but also of the business management in all its details. It so happened that he became associated with the institution at the conclusion of a very successful administration of two years, and therefore he could say that the school was entitled "to the most favorable consideration of the public". Moreover, the fact that railway communication was soon to be established with the town of Vinton promised to increase patronage; and the outlook, therefore, was encouraging.

It was the opinion of Mr. Knapp that the State had not less than six hundred blind persons, about one-fifth of whom should be in the school. Lack of information on the part of those responsible for such pupils kept many of them from the institution. There were about eighty enrolled at this period and



less than two hundred had been admitted since the organization of the school. More than the usual attention was given to the methods of instruction in the first report of Superintendent Knapp. He pointed out that the procedure did not differ greatly from that of ordinary boarding schools: pupils were taught to read from embossed books, to write with pencil in common legible letters, to understand something of geography by feeling outline maps, and to "cypher upon metal frames with movable type instead of slate and pencil." In conclusion the superintendent advised a thorough investigation of the industrial department by a competent committee to determine what changes were desirable, if the blind were to compete successfully with the producers of machine-made goods. And finally, an "industrial home" for the blind was suggested and the possibility of conducting it in connection with the institution at Vinton was proposed. Governor Samuel Merrill endorsed this suggestion in so far as to urge some provision for such department or industrial home. In 1870, accordingly, the legislature authorized the admission of certain adult blind persons who were dependent on their own labor. An appropriation of \$2000 was granted for stock and machinery.<sup>11</sup>

At the close of 1871 the situation was such that the trustees did not hesitate to ask for at least \$100,000 for buildings and equipment. The buildings already available were overcrowded, necessitating double use of rooms in many instances. For example, the

public parlor was taken for a nursery; recitation rooms served also for sewing rooms; and so many of the pupils were practicing violin lessons that they had to occupy the broom shop or the rooms of employees. The plans of the trustees were approved by the visiting committee, but the estimate of the amount of money necessary to carry them out was reduced to \$70,000. At the same time this committee suggested the propriety of limiting the course of instruction to six years for all above fourteen years of age and to eight years for those younger. By so doing it was believed that a definite scheme of grading might be adopted for all except the few cases which might require special treatment. Moreover, it was suggested that such regulations should be established by the legislature rather than by the superintendent or trustees.

During this period Superintendent Knapp had inaugurated a canvass of the State and had begun a permanent record concerning the blind in Iowa. Four agencies contributed to this record, namely, county superintendents, county auditors, census enumerators, and private agencies. By this means about five hundred and sixty blind were reported, of whom approximately two hundred were below the age of twenty-five, while two hundred and twenty-five of those above that age would be competent to maintain themselves in an industrial department or home established especially for them. From this survey it was apparent that the school ought to instruct many more than the one hundred actually in attend-

ance in November, 1871. Indeed, it was well known that some blind children had been prevented from acquiring the education to which they were entitled because of the indifference of their parents or guardians.

Attention was called to the improvements in the “literary department”, which in 1871 included three courses of instruction — preparatory, junior, and senior. It had been necessary to conduct the first of these in two divisions owing to the large number of recent admissions, few of whom had any previous education. The curriculum was organized as follows:

JUNIOR COURSE

<i>First Year</i>	<i>Second Year</i>	<i>Third Year</i>
Spelling	Penmanship	Penmanship
Penmanship	Grammar and Parsing	Analysis and Parsing
Geography	Written Arithmetic	Written Arithmetic
Grammar	Physiology	Natural Philosophy
Arithmetic	Ancient History	Modern History
Ancient History		

SENIOR COURSE

<i>First Year</i>	<i>Second Year</i>	<i>Third Year</i>
Rhetoric	Algebra	Geometry
Logic	Geometry	Trigonometry
Algebra	Mental Philosophy	Moral Philosophy
Astronomy	Chemistry	Botany
Modern History	English Literature	Geology
		American Literature

Upon admission pupils were graded and assigned to classes; and at the close of the year promotions were made upon passing a satisfactory examination.

The greater part of instruction was oral, but at the close of each recitation ten minutes of silent study were required for a mental review of the whole lesson. By this plan the "difficulty of securing a good topical recitation" had been largely overcome. In order to convey to the blind any appreciation of the meaning of some of the branches listed above, complete apparatus was absolutely necessary, and for this reason a strong appeal was made for raised maps and for apparatus in the sciences. It was recognized, also, that much valuable time was consumed by the instructor in reading the advanced lesson to the class, but until text-books for the blind were published this method of teaching was inevitable unless a press for the printing of books for the blind should be provided for the local school. The system of "point writing" had been introduced with the expectation that it would supersede all other systems of printing for the blind.

As mentioned above the industrial department had need of new forms of production which would be profitable for hand labor. This matter, it was said, had received careful consideration but without a satisfactory solution. No question arose, however, over the remarkable success of the department of music wherein instruction was given in "voice, piano, organ, stringed and wind instruments and musical composition". At least seven persons were engaged in giving such instruction, while fifty pupils were studying the piano, sixteen the organ, and twenty-three the violin. There were three classes

in vocal music, one in musical composition, a teachers' class, and an orchestra.<sup>12</sup>

Governor Merrill approved the recommendations of the superintendent relative to the apparatus which was considered essential, and at the same time he suggested that a more suitable name for the school be adopted. The term "asylum" had been employed in the original act of incorporation while later acts had used the term "institution" or other similar designations. Accordingly, the "Iowa College for the Blind" was made the legal name in 1872 in spite of some question as to the appropriateness of the term. Other legislation of the same year allowed \$70,000 for an additional building, the final cost of which was not to exceed \$100,000, and a sum of money was likewise appropriated for the printing press requested by the superintendent.

The final report of Superintendent Knapp was submitted at the close of the year 1873. This document, along with the reports of the trustees and the visiting committee, testified to the success of the school as evidenced not only in its labors for the one hundred and twelve pupils in attendance but also in the work of those who were "earning an honorable support" after having been under its tuition. Some were teaching, some had established trades, and some were in agencies. Special attention was called to the career of one young woman who, after spending less than one year at school, had engaged in the manufacture of bead work and in a single year had netted four hundred dollars. Two

young men had recently become members of the teaching staff in the Kansas Institution for the Blind.

Some important legislation was proposed at this time by Superintendent Knapp who had become convinced from long experience that it was quite useless to admit to the academic department blind persons above twenty-one years of age. He advised that a maximum age should be fixed by law; and recommended that persons over twenty-one years of age should be admitted to the industrial department but not for a longer period than two years. Apparently there was a tendency on the part of the blind to remain in the institution indefinitely, for the superintendent suggested that the courses of study should be fixed by statute inasmuch as he had found some who did not understand why they could not remain for an indefinite period, although the established course had been completed. Other recommendations relative to legislation were somewhat radical in their nature, but they were not connected directly with the phases of instruction.

The history of this period may be concluded with the statement of the trustees and of the visiting committee from the Fifteenth General Assembly wherein it was asserted that the "discipline, scholarship and general educational advantages of the Institution are such as to entitle it to a high rank among the foremost schools for the blind in the land, and that the position and influence of the Iowa College are felt and recognized not only in Iowa, but

in other States.” And further, “the general management . . . . we consider admirable . . . . The progress and development of the pupils far exceeded our most sanguine expectations. And here we cannot forbear to add the testimony of our high estimation of the accomplished and experienced head of the institution, Prof. Knapp.”<sup>13</sup>

### III

#### DEVELOPMENT OF THE COLLEGE 1875-1890

AFTER six years of service Superintendent Knapp resigned and was succeeded by Orlando Clarke who twelve years before had held the same position. During this period the improvements in buildings and equipment provided for by the legislature in 1874 were completed so that it was believed that there were sufficient accommodations for all who might enroll. There were one hundred and twenty-eight in attendance at the close of 1875 — a larger number than at any former time, although it did not include the eighteen admitted to the industrial department only.

The industrial department was not, as some believed, a fully equipped industrial home. Indeed, the equipment was scarcely sufficient for the training of those adults who were admitted for a year or two in order to learn some trade. The *Code of 1873* had apparently provided for a real industrial home for the blind; but no attempt had been made to establish such an institution. The legislative visiting committee in 1876 recommended that these sections be repealed or an appropriation made to carry them into effect, since blind persons frequently



asked to be admitted to the home and were disappointed when they learned that there were no accommodations for them.<sup>14</sup>

Early in 1876 Superintendent Clarke died, and it appears that some delay was experienced in securing a competent successor. Indeed, before this was accomplished it was necessary to make some radical changes in the management of the institution and in the organization of the instructional force. The difficulties are suggested by the statement of the trustees that "the spirit of insubordination has passed", although no further information as to the situation was submitted. Rev. Robert Carothers succeeded Mr. Clarke as superintendent of the institution and the course of instruction was outlined under a preparatory department — including first and second primary classes — an intermediate department, and the junior and senior departments of three years each. Practically the entire school of over one hundred pupils was instructed in instrumental and vocal music. For example, eighty were studying the piano, fourteen the pipe organ, and twenty-eight the violin, while an orchestra included more than twenty members. And always, it seems, some help in this work was received from advanced students, to the mutual advantage of the institution and the pupils themselves who thus received better training as music teachers — a work in which the blind are eminently successful.

The claim was frequently made in the biennial reports that the cost of educating the blind at the

Iowa institution was lower than that at other similar schools, but it is evident that much depended upon the care with which the computation was made. For example, in 1877 it was said that the "fact that this institution is educating the blind of the State at a less expense than similar institutions of other States and at the same time maintaining as high a grade of scholarship as any of them, reflects great credit upon its Board of Trustees, and should inspire the confidence of the State Legislature and the people at large, and lead them to devise liberal things for its still further advancement". But when in 1878 the committee of the General Assembly came to examine the plant and to estimate the per capita expenditure as based on the investment a different aspect of the situation was presented. Indeed, when the final items were brought together the committee declared that the actual per capita cost for a year of nine or ten months was not far from \$500, whereas the estimates of officials had put it as low as \$206 per capita.

The committee explained this variation in estimates by calling attention to the "enormous expenditure in building the last wing — an addition hardly needed at all, if the room in the older building had been properly utilized." Moreover, it was the opinion of the visiting legislators that in the case of this institution an expenditure far beyond its needs or even prospective wants had already been made. With the work of the institution no fault was found, although the propriety of presenting a course of

instruction which included so many of the "higher branches" was questioned. In fact it was believed that the function of the State was fully accomplished when it had provided an education suited to the "duties and avocations common to the mass of humanity"; and it was urged that any further effort should be directed toward training in industrial occupations which would enable the individual to earn a living. At this time boys were being taught mattress making as well as broom making — the chief trade taught in the earlier years — while fancy work seemed to form the main feature in the instruction for girls. Nor was sewing both by hand and by machine neglected. Indeed, it was considered a rather difficult accomplishment for the blind to become skillful in the management of a sewing machine. In every case the occupation was taught in a practical manner.<sup>15</sup>

The legislation during these years related solely to the regular appropriations for support, which might vary with the prevailing opinions or recommendations of committees since the views of the trustees were not accepted as final. In 1879 the trustees expressed satisfaction with the general condition of affairs, although they had been somewhat embarrassed by the reduction in the per capita support which had been made in 1878 following the revelation of the large unnecessary expenditures upon the institution. It seems, nevertheless, that by rigid economy a surplus had been accumulated for emergencies that might arise. The usual routine

of instruction seems to have been pursued at this time, the departments of music and the industries receiving special attention. Moreover, the value of the printing press had been demonstrated in the preparation of lesson leaves in the point system of writing and likewise in the publication of a small monthly paper in ordinary type. This paper served as a means of communication with the friends of the institution and kept the public informed relative to the work in progress.

Some attention was given at this time to the possibility of increasing the enrollment of blind children. The aim from the beginning had been to reach all the educable blind of the Commonwealth, but this goal was yet far from accomplished. Indeed, no accurate reports as to the blind persons in the State were available, although it was made the duty of certain officers to furnish such information. It was, therefore, suggested that in the census of 1880 a full and careful record of the blind should be made. Furthermore, the visiting committee asserted that there was a prejudice against sending children to the school because the name "asylum" had become associated with it. There was some confusion, too, because the law did not limit the age of admission to conform to that of the public schools — of which, it was claimed, the institution was really a part.<sup>16</sup>

In spite of these suggestions it appears that the four years comprised in the period from 1880 to 1884 were marked by some decrease in attendance, which resulted in a lessened income under the per

capita system of allowances. In time this decrease compelled some retrenchment and elicited the not unusual complaint of officials that there must be some relief — which seems to have been granted in 1882. At this time there was a review of the reasons for the acknowledged failure of the institution to reach all those for whom it was established. On this occasion, also, the Governor called attention to the statement of the National Commissioner of Education, who declared that the Iowa school for the blind was furnishing a higher grade of instruction than any other similar institution. It appears that the administration of the institution fully warranted this commendation.

In March, 1882, Mr. Carothers, the superintendent, died, and the assistant principal and head teacher, Thomas F. McCune, succeeded him. Soon afterward the supervision of the instructional work and the business management were separated, so that the superintendent was relieved of financial cares. By this arrangement a steward became responsible directly to the Board of Trustees and not to the superintendent; and thus a dual government was established. While there were but ninety-four persons at the institution at the close of the year 1881-1882, the attendance had increased to one hundred and forty-one a year later, and during the biennium fifty had been admitted. Nevertheless, the methods of securing information concerning the blind were still considered unsatisfactory and other arrangements were frequently proposed. From the data

available it was learned that over thirteen hundred blind were residents of the State and that at least two hundred and ten of these were under twenty years of age. Since nineteen of the fifty admitted from 1881 to 1883 were over twenty years of age the school should have had an attendance of over two hundred.

Of the one hundred and forty-one enrolled at this time one hundred and twenty-seven were classified in the literary department — eighty-eight being in the four lower classes. All were expected to carry some work in music and almost one hundred were reported as studying the piano, while fully as many were in vocal classes. Twenty-six were pursuing courses in violin music, while other groups formed the orchestra and the band, or were distributed among other divisions of the department. At the same time the industrial section was more than usually prosperous. It had become more than self-supporting because of the skill manifested in its management, although it was primarily a school of trades where the element of profit was only secondary.

After repeated requests the legislature in 1882 allowed a small fund of \$1000 for the purpose of employing one or more oculists to visit the institution regularly and give such treatment as would in any way relieve the suffering or improve the sight of those admitted. Although at first this was considered an experiment the plan proved so successful that all those enrolled at the institution were exam-

ined by the oculists. Many successful operations were performed whereby sight was restored to some, but the work, it was said, would be much more effective if the treatment could be given earlier. The results secured by these first efforts justified a further appropriation, the trustees reported, and they requested that it be left to the discretion of those in charge to decide whether the money should be spent to employ oculists to visit the institution or to pay for treatment at other places if this should be considered advisable.<sup>17</sup>

In conformity with this suggestion the General Assembly, in 1884, increased the appropriation to cover the expenses incurred in the treatment of such as might be benefited, and permitted the trustees to expend the fund at their discretion, conditioned only upon their submitting to the legislature a detailed report of their action. Furthermore, it is apparent that the energy which the superintendent had employed in seeking pupils was well expended, for seventy-three pupils were admitted during the bien-nium ending in 1885. No other period had equalled this — the nearest being sixty-five during the administration of Mr. Knapp. Although it was within the powers of the Board of Trustees to admit any blind person, it was the established policy to admit such only as were of school age and of satisfactory physical and mental condition. It was asserted that the college was established for the liberal education of the blind: it was, therefore, in no sense a “home or retreat, nor is it afflicted with the irksome features

usually incident to charity . . . . The College aims to admit children, to engage them in literary, musical, and industrial duties, through a period long or short, as in the judgment of the Trustees may be expedient”.

In the report of the superintendent in 1885 a concrete statement of the work provided for the various classes was presented. The pupil who had completed the course prescribed for the primary class was expected “to read simple stories in raised print; to spell and define at least five hundred common words; thorough familiarity with twelve lines of multiplication; to add, subtract, multiply, and divide small numbers; to construct and dissect a wooden map of any country and name the separate divisions of each.” At the end of the next two years the pupil was expected to have a thorough mastery of the point system in reading, to spell well, to have memorized “twenty-four lines of multiplication”, and to have acquired some skill in the fundamental arithmetical operations. Furthermore, a fair knowledge of fractions was regarded as essential; while the geography of North America and Europe must be fully comprehended. Finally, for such as were entirely blind, the ability to read with satisfaction and enjoyment “difficult pieces in raised print” was considered an essential test. During the two years in the intermediate department, it was the aim of the instructors to give each pupil a knowledge of United States history and of descriptive and political geography, a general mastery of the fundamentals



of arithmetic, an appreciation of the use of language, and the ability to express his thought both orally and by means of the point system. For the next six years of the twelve-year course three subjects of grammar or of high school grade were pursued each year—except during the first senior year, when four were required.

On the last Friday of the month the work was regularly reviewed in an examination and the work of each quarter was similarly tested; while at the close of the year a final examination was required, an average of sixty per cent in one hundred being the minimum requirement for promotion. And so by constant sifting and adjustment classes were being re-formed on the basis of accomplishment. According to the superintendent's report general reading played no small part in the training. For instance, from six until seven for five evenings each week pupils were brought together in five divisions. To the first of these groups *St. Nicholas* and the *Youth's Companion* were regularly read, not so much for entertainment, it was explained, as for the purpose of directing the thought into "healthful channels". History, fiction, poetry, philosophy, and other suitable materials were added in due time.

In addition to the library of the institution, which consisted at that time of over thirteen hundred volumes, use was made of the beneficence of the Federal government whereby books in raised print and point type to the value of several hundred dollars came into possession of the school. These volumes were

later distributed to the worthy blind throughout the State. Another interesting feature of the school was the literary organization modeled upon the societies of the best colleges and conducted wholly by the students of the higher classes and those over fifteen years of age. This society had been organized in 1878 and was believed to be the only one of its kind in such an institution.

The purposes of the instruction in music were given in the 1885 report in the following words: "Music is taught as a science and as an art. We do not aim to send out skilled players merely, but musicians in every sense of the term. We lay no stress on the aesthetic side of the subject, its moral influence, or its force in intellectual development; but from the beginning to the end of a student's school life we impress him with the fact that the most practical, the most remunerative, and the most independent occupation for a blind person, is teaching music. All pupils possessing any talent whatever, are given instructions and practice for two or three years. Those making no reasonable progress in this time are not continued in the department. The more fortunate are continually reminded that it will be only by the hardest study and longest practice that they may even hope to equal the sighted musician. Harmony is a prominent study during the first years; it is one of the most prominent studies during the last years of the course. Piano practice is gradually increased from one, to two, four, and in the case of a few older pupils, six hours

a day . . . . The records show, that of one hundred twenty-two pupils engaged in this work, none have ranked excellent; twenty-three, good; sixty-two, fair; twenty-one, poor; two, very poor; and that five have been excused from further study." Twenty-three pianos, in addition to cabinet and pipe organs, were in constant use; and eleven advanced students acted as tutors in this department.

Broom-making was the trade chiefly emphasized in the industrial department, although other handicrafts, such as carpet-weaving and mattress-making, were taught — chiefly for the sake of variety and manual training. The girls were taught housework, knitting, and various forms of fancy work, and the smaller children were given bead work because it gave them training in dexterity and furnished them a pleasant occupation. The principal's report, submitted in 1885, suggests that the authorities at this time emphasized the training of the children along general educational lines rather than industrial training for the adult blind.<sup>13</sup>

The attendance continued to increase and by the close of 1887 it had reached one hundred and eighty-seven — the largest in the history of the school. Under the "dual government" adopted in 1882 the principal was entrusted with the care and control of the pupils, the instructional activities, the apparatus, and the buildings; and he was given supervision over all employees whose duties were confined to the college building. The secretary or steward had charge of the improvements, grounds, and stock, the

management of all outside employees, the purchase of supplies, and the sale of material. This plan had proved satisfactory, although it had been opposed by many familiar with the organization of such institutions.

The details of management involving the family regulations, the "dietary", and the outline of the subject-matter of instruction reveal the painstaking care of the principal and the efforts of those in charge to provide the features of a boarding school while maintaining, as nearly as might be, the courses pursued in the public schools. Indeed, it was asserted that "we reduce as much as possible the difference between this school and schools for the sighted." To be sure, not all who were admitted were totally blind. Of the one hundred and eighty-seven enrolled in 1886-1887, eighty-five had some degree of vision, although their sight was so defective that they could not receive training in the public schools. A total of eighty-four were admitted during this biennium.

With the exception of those assisting in the teaching, every pupil was required to give at least one hour daily to manual employment. Thus the academic, the musical, and the industrial departments had each a share of the time of each pupil although the "literary school" was regarded as the important division for all, since it was felt that the individual with a trained mind would always be able to maintain himself. The industries were taught as definite trade courses and the shops were really class rooms.

In fact, no one who had completed the industrial training was retained as a mechanic, and hence no great profit accrued from such work. In a report submitted to the General Assembly in 1887 it was said that the "drift of thought now among the blind and their friends" was toward the establishment of industrial homes. And it is significant that the legislature in 1888 authorized the Governor to appoint a commission of three, one of whom must be a woman, to investigate the "various institutions in which the blind are employed in the useful and industrial arts" and to examine the equipment and product with a view to the "proper and practicable employment" of the blind in this State. The statute required this commission to report its findings to the Governor prior to September, 1889, in order that it might come before the Twenty-third General Assembly; but the journals of the legislature record no action based on such report. In 1890, however, Governor Larrabee recommended provision for a home for the adult blind. The report of the college authorities, submitted at the same time, shows little change in the status of the institution except that the number admitted and consequently the attendance had slightly decreased.<sup>19</sup>

## IV

### THE COLLEGE SINCE 1890

IN 1890 the Iowa College for the Blind was one of thirty similar institutions in the United States. All were organized on the same lines: the plan of those in charge was to provide some technical training as a means of self support and at the same time furnish a good general education. All received some aid from the United States government which had appropriated \$10,000 annually to be used in providing books and apparatus for the blind. These were prepared by the American printing house for the blind at Louisville, Kentucky. The proportionate share coming to Iowa in 1890 was valued at about \$570.

That the rudimentary education thus far offered should be made as broad as possible was conceded, and all these schools seemed determined to secure the most efficient instruction, to acquire the most complete libraries, and to enlarge their courses of study. Moreover, there was a prevailing belief that the elementary instruction adapted to the youthful blind could not meet the requirements of those who were ambitious to pursue some advanced instruction, and that provision should be made for this advanced class. The three plans proposed were as follows:

first, a plan to establish a national college supported by the income from a permanent fund to be appropriated by Congress, to which college pupils would be admitted on examination and educated at government expense; second, a plan to provide free instruction and libraries, but not to include living expenses; and third, the establishment of endowment funds for the support of blind students in the ordinary colleges.

The principal of the Iowa school advocated the third plan as the best, declaring that "advanced blind students do not need a peculiar institution nor a peculiar instruction. After a certain stage of development, touch becomes subordinate to hearing. They have proven themselves time after time able to cope with sighted students on the same ground and under the same conditions." The wants of this class in Iowa could be met, it was believed, by distributing \$300 to each of ten colleges in the State; and the economy of the plan seemed to commend it. The fourteen years of experience in the institution for the blind qualified the principal, Mr. McCune, to speak with some authority, and in 1891 he brought together some important observations relative to the five hundred and thirty blind pupils whose characteristics he had studied. He summed up the purpose of the school in the following words: "So far as possible the methods and customs peculiar to institutions for the blind, are laid aside here. The college seeks inspiration and guidance, not in any blind school, but in the public schools of Iowa. It

is not a college and can never be one, but simply a free boarding school for boys and girls deprived by blindness or defective sight from the privileges enjoyed by the seeing." <sup>20</sup>

That this school should be grouped with the other educational institutions of the State and that the same control which the State exercised over the State University, the College of Agriculture and Mechanic Arts, and the Normal School should be applied to it was the frankly expressed opinion of the trustees in 1893. There seems to have been some fear that the institution would be classed among the charitable and reformatory establishments; and this, it was urged, would be unjust to its graduates. Since the school was patronized by a limited class, comparatively little attention was paid to it. Indeed, it had been found necessary to advertise the institution as any other business. The principal declared that he had ceased to send blanks to officers who were required by law to inform him concerning the blind, inasmuch as they had regularly failed to provide the information. Another fact, not generally comprehended it appears, was the liberty of the pupil to leave at any time. That is to say, the mere fact of admission gave the institution no control over the individual except during the period spent voluntarily under its roof and instruction.

That a younger class of pupils was being received is evidenced by the statement of the trustees in 1893 that the average age had decreased nearly fifty per



cent. Gratifying progress was reported, nevertheless, since seventy-seven had been admitted for the first time during the preceding biennium. The average attendance, however, had fallen off to some extent although two hundred and sixteen different pupils had been instructed during the two years from 1891 to 1893 — a number not previously exceeded. About this time preparations were made to exhibit work at the Columbian Exposition to which the school sent fifty bound volumes of examination papers in point writing, eighty geographical maps cut from heavy paper and mounted, three hundred pieces of kindergarten work, and exhibits of sewing, netting, weaving, and fancy work — making a total number of eight hundred pieces.<sup>21</sup>

About the close of 1895 there was much discussion concerning the methods of instruction and the course of study. In the “new education” a prominent place was given to the discovery of relationships, and in arranging the work of the several grades this had guided the teachers. For instance, in the very beginning the child was taught the concept of number through the manipulation of materials; and from this he was led to locate objects and finally to investigate for himself. And likewise the observation work in the second grade was based on the geography of Iowa through the association of individuals from different parts of the State; and the supplemental work of the teacher consisted in collecting actual objective materials found in various sections of the Commonwealth. This plan of instruc-

tion also provided for presenting the larger conceptions of geographical areas through the use of the map — an instrument well adapted to the instruction of the blind. Such procedure suggests the purpose of the literary course of study which had been modified in its upper grades to correspond with the changes in the public high school. Attention may be directed to the introduction of Latin in the twelfth year of the course “for the purpose of giving the student an acquaintance with roots, endings, etc.”, the other subjects taught during this last year being political economy and general literature.

The literary department at this time was organized in six sections, each under the supervision of one teacher. Section one included the sciences; section two, history and literature; three, mathematics; four, the section in which departmental study began; five, the third and fourth grades; and six, the first and second grades. In these several grades one hundred and ninety-seven pupils were classified in 1894-1895; and two hundred and twenty-eight different pupils were in attendance during the biennium. A similar arrangement prevailed in the department of music where two divisions were receiving instruction on the piano; another was known as the “vocal section”; and the fourth was engaged in the study of small instruments. All pupils upon entering the third “literary grade” began the study of the piano, and thereafter the advancement depended wholly on “ability and application.” Each teacher of the piano sections selected

six of the most capable students as assistants. These pupil teachers were known as tutors and formed a normal class in which an excellent opportunity was presented for acquiring skill in teaching.

In 1893 Linnie Haguewood, a deaf, dumb, and blind girl was admitted to this institution from Delaware County; and a special attendant was provided for her from among the advanced pupils at the county's expense. She was taught to some extent by her attendant, Janet Duff, while many of her associates were so interested in her welfare that she seems to have become almost a special care of the entire school. It had not been anticipated that she would profit as much from her attendance as did other pupils, but there was a possible chance for advancement through associations. Finally, a primary teacher, Miss Dora Donald, assumed charge and devoted all her spare time to the training of Linnie Haguewood. Public interest was also aroused by Bernard Murphy through the editorial columns of the *Vinton Eagle*, and funds to educate the unfortunate girl were collected. Although such an arrangement was not sanctioned by law, the trustees made a contract with Mr. Murphy who assumed the responsibility of providing a special teacher for the unfortunate girl for one year, although the committee having charge of the fund endeavored to extend the period to not less than three years. Miss Donald was the teacher selected for the special work. The trustees declared that they would have been subject to censure if they had not yielded to this

request. That the legislature approved their action is evidenced by the appropriation of \$500 in 1896 to aid in this special instruction. By the end of the year 1897 Linnie Haguewood had made such progress that the Twenty-seventh General Assembly, when asked to renew the appropriation, granted \$1000 for the succeeding two years. And thus the Helen Keller of Iowa was directly aided by the State in acquiring some knowledge of the great world about her.

Of the thirty-seven institutions for the blind in the United States in 1897 only eight, including Iowa, had more than one hundred and fifty pupils. The average attendance of the remaining twenty-nine institutions was about one hundred and two: thus Iowa after forty-five years was above the average in the number of blind persons taking advantage of the educational opportunities offered by the State. More than one thousand had been enrolled in the school, and ten per cent of that number had completed the literary course. The number admitted had remained almost stationary for some time—varying from seventy to seventy-seven for the biennial periods. The enrollment of two hundred and forty-six in 1897, however, was in excess of any number previously reported. The attendance was irregular, varying from one hundred and forty-one in September to one hundred and eighty-nine in November during a single school year. Perhaps it should be said that of the two hundred and forty-six registered thirty-eight per cent were entirely blind;

thirty-two per cent purblind, that is, born with imperfect sight; twenty per cent had partly lost the use of sight through disease or accident; and ten per cent had sufficient sight for use in school work. These figures illustrate the character of the population of the school as to the use of sight in obtaining an education. Seven per cent were under ten years of age; thirty-seven per cent were between ten and fifteen; thirty-eight per cent were under twenty but over fifteen; and eighteen per cent were over twenty. Twenty-five per cent came from prosperous homes; fifty per cent from poor, but independent parents; while twenty-five per cent were dependent upon the county from which they were sent.<sup>22</sup>

In 1898 the College for the Blind came under the jurisdiction of the Board of Control. One result of this change was a marked decrease in the amount of information included in the public documents. Only pertinent facts without theory or speculation were submitted and hence the resumé in 1900 may be said to mark the formal assumption of control by this new board. The institution was meeting the needs of those for whom it was established, and was patronized by persons "from every grade of society". Thus the State fulfilled its obligation to provide an education for its blind as well as for its seeing children. Every blind child in the Commonwealth had a right to instruction; and though only a small proportion of those enrolled completed the work, the number, it was claimed, was as great proportionately as in ordinary public schools. The

course of instruction was based on that of the public elementary and high schools and the methods employed did not differ materially from those in general use. Not much more in the way of equipment was asked for, although certain improvements about the plant were mentioned as desirable. The report was concluded with the comment that "the school work was never better performed and the students never more energetic and progressive."

By a process of elimination the attendance was reduced from two hundred and twenty-eight in 1897 and one hundred and ninety in 1900 to one hundred and fifty in 1901. This was the result of a definite policy adopted by the Board of Control which decided that the law contemplated the admission only of those whose sight was so defective that they could not acquire any education in the common schools. This "manifestly just construction of the law" prevented many from reëntering the institution. Moreover, when a pupil had been in the school for a long time and had apparently failed to make progress he was refused re-admission; and such as were feeble-minded were likewise excluded. Care was taken, however, not to shut out any one really entitled to the privileges of the school. During the school year of 1900-1901 by order of the new authority only seven months of school were held — lack of funds being the cause of the short session. The Board of Control placed the blame for this situation on the legislature, claiming that funds had not been provided and that the new administrators were

unwilling to continue to violate the law governing expenditures.<sup>23</sup>

In 1902 the General Assembly revised the law relating to the finances of the College for the Blind and combined the various funds in a general appropriation. At the same time money was granted for a pipe organ which had long been needed in the music department. The legislature was asked for a hospital building also in accordance with recommendations of the surgeon who had been employed for several years in treating the eyes of pupils, and in 1904 an appropriation of \$8000 was made for this purpose. A request for a gymnasium brought no response at this time.

In 1906, after twenty-nine years of service, twenty-four of which were spent as superintendent, Mr. McCune retired at his own request. He was succeeded by J. E. Vance. The last report submitted by Superintendent McCune called attention to the fact that the school had exactly the same accommodations it had had thirty years before. Then the largest enrollment ever reached in any one term was one hundred and twenty, but at the close of this period at least one hundred and eighty students were expected every school term. Moreover, the awkward arrangement of the buildings which had been necessary on account of the large department of music prevented the economical use of the room actually available. For this reason the retiring superintendent recommended the erection of a music hall and gymnasium combined, thus restoring to

consideration a much discussed subject. In 1908 the Board of Control approved the suggestion, declaring that "a gymnasium is much needed at this institution. No class of people are in greater need of physical training than the blind". The new superintendent agreed with his predecessor and all authorities were unanimous in their conclusions. As a result, the legislature in 1909, made the necessary appropriation and the board was thus enabled to complete the desired improvement prior to 1911.<sup>24</sup>

The long-desired statute to compel the attendance of educable blind children was passed in 1909. By this law persons between the ages of twelve and nineteen were required to attend this institution during the scholastic year unless excused under provisions of the law. Moreover, any person who encouraged a pupil "to absent himself or herself from school" or who, having control of any such person, refused to comply with the law would be deemed guilty of a misdemeanor and might be punished accordingly. In order to make the statute effective the assessors were required to record annually the "names, ages, sex and postoffice address" of all persons who came under the provisions of the act.

In 1909 a change in management occurred when Mr. Vance, the superintendent, was succeeded by George D. Eaton. Two years later the institution was transferred from the authority of the State Board of Control to the State Board of Education which at once appointed a "committee to make a systematic study of similar schools for the purpose



of determining what was being done in this particular field by other institutions, and whether our Iowa institution was doing its work according to the best standards." The special committee of three members, in conjunction with the regular finance committee of three members, visited five of the leading institutions for the blind in this country and reported that the school at Vinton was apparently doing more for the money expended than any of the schools inspected. Nevertheless, it was conceded that Iowa was not in the front rank in some respects, and steps were immediately taken to improve conditions through larger appropriations for support and for the improvement of buildings. It was suggested that the term "College" was probably a "misnomer" since the instruction extended no farther than the public high school with special advantages in music. It was proposed that the name be changed to the "Iowa School for the Blind".

By removing this school from its former classification among reformatory and charitable institutions and associating it with other State educational agencies the General Assembly recognized the claim often made that it was but one factor in the public school system. And with this transfer a change in the appreciation of its functions seems to have followed. On the recommendations of the State Board of Education the legislature granted the necessary funds to modernize the plant and to put it in the "front rank" as desired.<sup>25</sup>



PART II  
HISTORY OF THE SCHOOL FOR THE  
DEAF



## V

### BEGINNINGS OF THE SCHOOL FOR THE DEAF

THE first institution for the education of the deaf and dumb was established at Hartford, Connecticut, in 1817, and a campaign to interest the citizens of other States in the northern and middle sections of the Union was at once conducted by its founders. Special educational advantages for such unfortunates may have become evident in the development of public education, but only a few persons realized that it was the function of the State to provide this education. The movement which was then inaugurated, however, aroused some interest; and by 1849, when the first legislation was enacted in Iowa several States had made provision for aid in educating the deaf and dumb and the blind.<sup>26</sup>

The Connecticut institution seems to have been financed at the outset by individuals; but when the States took up the work one of two methods was usually adopted — an institution under State support and management was organized, or a per capita sum was appropriated to assist or to wholly support the individual at some other public or private school established for the education of this class of persons. Iowa chose at first to pursue the latter course, and

in 1849 an act was approved which required the county commissioners to direct their clerk to report to the Superintendent of Public Instruction the names and ages of all deaf and dumb or blind persons between ten and twenty-five years. It was made the duty of the Superintendent of Public Instruction, upon request, to direct the Auditor of State to issue a warrant for fifty dollars in favor of the blind person to be educated. But not more than fifty dollars could be applied to aid any individual in one year; nor could more than one hundred dollars be given to the same person; and the entire amount expended for this purpose could not exceed \$500 annually for the deaf and dumb and \$250 for the blind.<sup>27</sup>

In 1854 Rev. William E. Ijams, who had been a teacher in the Illinois school for mutes, established a private school for the education of the deaf and dumb at Iowa City. Mr. Ijams anticipated the adoption of this school as a public charitable institution supported by the State, and this actually occurred in 1855 when an act of the legislature created a Board of Trustees consisting of the Governor, the Secretary of State, the Superintendent of Public Instruction, and four other members appointed by the Governor. Under this law any deaf citizen of Iowa of suitable age and capacity was entitled to the opportunity of obtaining an elementary education at the expense of the State. Although the school was established especially for citizens of Iowa, provision was made for the admission of deaf

and dumb students from other Commonwealths upon the payment of a fixed fee per capita. Another provision of the statute permitted the authorities to arouse interest in this philanthropic work by exhibiting the accomplishments of pupils in public throughout the State. By thus extending a "knowledge of the institution", those who were ignorant of the opportunities of education offered to the deaf and dumb might become informed. The needs of the institution were met temporarily by an appropriation of \$5000 annually for two years to cover expenses "including rent, provisions, school apparatus, salaries, and clothing for pupils, when necessary". The previous legislation relative to allowances was repealed.<sup>28</sup>

During its early years the Iowa school for the deaf and dumb was quartered in "hired rooms", and before it was permanently located it had occupied its fourth leased property. On February 3, 1855, the institution began work under State auspices with twenty pupils in attendance. William E. Ijams was principal and his mother, Mrs. M. A. Ijams, was the matron. At the close of the first biennial period under State administration fifty-four pupils were enrolled. That the General Assembly did not consider the arrangements permanent is evidenced by a resolution adopted in 1855 authorizing the Governor and Secretary of State to receive proposals and to examine locations with a view to selecting a permanent site for a school for the deaf and dumb, and to report their action to the next legislature. If

such a report was made, no favorable action looking toward the permanent location of such an institution was taken at the time; the only legislation for the next three successive sessions related to appropriations. It is recorded, however, that the trustees of the State University passed a resolution granting to the State two building sites in capitol square — one on the north side and one on the south side of the capitol, for “asylums” for the deaf and dumb and the blind.<sup>29</sup>

In his message to the special session of the legislature in 1856 Governor Grimes called attention to the fact that the institution lacked proper accommodations, and he recommended that it be permanently located at some accessible point and that suitable buildings be provided. The trustees likewise declared that the pressing need of the school was a building of sufficient capacity and convenience. The funds appropriated, it was pointed out, had proved sufficient for the number of children then under instruction, but it was believed that there were many more persons in the State who should be enrolled in the school, and due consideration must be given to the prospect of an increasing attendance.

In accordance with the authority vested in him the principal employed two assistants at the time the school was reorganized under the trustees. These two persons were mutes, trained in the Illinois and Ohio institutions. Their duties included the instruction of classes, chiefly in the English language, and also the supervision of the boys when they were not



occupied in classes. Although it was soon seen that in the preparation of these unfortunate persons for self-maintenance a knowledge of some useful and profitable occupation was essential the introduction of industrial work was not practicable at first because of limited means and lack of room. Industrial training, nevertheless, was considered most desirable and the establishment of a mechanical department was urged by the trustees in their first report. Such work it was thought would undoubtedly assist in the preservation of the health of the students, and it was believed also that the deaf and dumb individual who was equipped with a useful trade would be enabled to reach and to hold a position in society little if any inferior to that of his associates who possessed all their faculties.

In 1856 it was estimated that in this State there were not less than two hundred and fifty deaf and dumb persons of school age—all of whom were entitled to the privilege offered by the school. Since other Commonwealths had already erected valuable buildings and provided equipment and competent instructors, it was only in line with the prevailing tendencies for Iowa to plan for an institution which should provide a training for the deaf and dumb in intellectual subjects and in the mechanic arts. An education, it was asserted, was more necessary in the case of the person deprived of the power of speech and hearing than for a normal individual. Although Iowa deserved congratulations for the advancement already made in the care of the un-

fortunate — the deaf and dumb, the blind, and the insane — and for the general education of her youth, it was apparent that much remained to be done. For this reason the principal and trustees made an appeal for increased support. The principal expressed no preference as to the permanent location of the institution, but he announced his intention of making suggestions concerning the plans of the buildings. Mistakes might be avoided, he suggested, by a study of the institutions of other States.<sup>30</sup>

At the close of 1857 Rev. F. A. Shearer, the President of the Board of Trustees, stated that few changes of importance had been made in the management since the last report. Although accommodations had been provided for only thirty students, the authorities had been persuaded to admit fifty during the year in order to satisfy the demand in some measure. It had been considered less difficult, it appears, to exercise some ingenuity in providing for overcrowding than to resist the appeals of those who requested admission. In spite of this policy many could not be admitted because of the lack of room. Doubts as to the ability of the deaf and dumb to make progress in special schools were fast being dispelled, and it was believed that they might obtain an education very similar to that of normal students. This idea was, indeed, prophetic of the future work for children who were physically handicapped in their preparation for life.

In the instruction of the deaf and dumb, language received the greatest emphasis, for through it the

pupil became master of the fundamental means of receiving and conveying ideas. It was fully recognized that there were certain inherent difficulties in teaching this subject, and the methods developed later for training the mute in this subject had not been worked out. Indeed, the experience necessary to determine the best method had not yet been acquired. It was the opinion of the President of the Board of Trustees that it was more difficult to teach English to the deaf than ancient Greek and Latin or modern French and German since the sounds were more difficult to pronounce by rule. It was found to be comparatively easy to present the subjects of geography, history, arithmetic, and astronomy to those whose only defect was lack of speech because these subjects did not require an extensive knowledge of the written language. English composition appeared to be the greatest obstacle to the majority of pupils and it was the cause of the greatest anxiety to the instructor.

Since not all who were admitted were equally capable, the public was cautioned against drawing conclusions from the progress of a few individuals. The facts could be learned only by an impartial examination which was invited at any time. In every instance the physical, the moral, and the intellectual side of instruction was maintained and attention was called to the fact that physiology was taught as a practical science. In this report an appeal was made for industrial training the introduction of which had been postponed for various

reasons. Funds were not sufficient; there was no suitable room; and it was firmly believed that mutes should generally devote their energies to farming, since in such an occupation they would be "exempt from the vices and dangers of cities" while health was often regained and "not often sacrificed".

The previous census of Iowa had revealed the fact that there were about three hundred and seventy deaf and dumb persons residing within the State, and it was estimated that probably one-fourth of that number would fall within the provisions of law governing their education under the authority of the Commonwealth. Furthermore, it was certain that the number would increase rapidly as the population became larger. For this reason the management believed that it would be only reasonable to plan accordingly, and to make early provision for permanent improvements. At the same time the financial situation of Iowa in 1857 precluded any urgent recommendation for immediate action by the legislature. Nevertheless, it was "pretty generally conceded" that the State should educate its children, and the reforms then in progress were indicative of a movement to further extend the benefits and influence of the public schools. It was believed that abundant provision should be made by the State for educating the deaf and dumb, the blind, and the feeble-minded.

Among the score of institutions of this kind then in operation throughout the country that of Iowa held an inferior place if measured by its equipment

and support, but if rank should be based upon a "test of merit" the Iowa institution had accomplished some worthy results. It was admitted that a generation might be necessary for an institution to acquire efficiency in this phase of education, although much might be learned from the experiences of other schools.<sup>31</sup>

A conspicuous feature in the report submitted to the General Assembly in 1860 related to publicity work. Since many persons might hesitate to send their defective children far from home to be educated it was clear that there was need of distributing information concerning the purposes and privileges of the institution and the special efforts of the State to provide a home and an education for such children. Indeed, it was felt that a personal effort might be needed to induce some persons to accept the offer of the State. By this time the school was occupying its third location in Iowa City. Each change had improved its environment and capacity to some extent, but there was still much room for improvement.

Before the establishment of State supported schools for special instruction the deaf and dumb had been classified along with "idlers, paupers or criminals of our race"; but when the sign language, the medium of instruction, had been "perfected and systematized", it had opened the way to the "most refined and abstruse thought, as well as the most beautiful and sacred emotions." No other class of the human family, the principal of the school de-

clared, were so "sadly unfortunate" as the uneducated mutes. Indeed, it was quite difficult to conceive of their state of ignorance. The blind might gain much from the common home environment and might enjoy some of the events of social life but such opportunities were, for the most part, denied the mute. And so all considerations of justice supported the assertion that public policy and the interests of the State warranted the education of all mutes of proper age and ability within its borders.

Not more than fifty pupils were in attendance when the report was made in 1860, although not less than eighty had attended for some part of the period since the school had been established. It was about this time that the trustees introduced the first industrial work, in order, as they explained, that the boys might obtain some knowledge of a useful trade — such as would enable them to become "independent, self-reliant and productive citizens." Experience elsewhere had already proved that this was feasible, and argument to show that it was desirable was unnecessary. Wherever industrial training had been tried it had been demonstrated that trades were "sometimes remunerative, often self-supporting; and always beneficial to the Institutions themselves, and a decided advantage to the pupils."

In this report an appeal was made to the legislature for permanent quarters, and the superintendent deemed it advisable to suggest some principles to be observed in their location. The site, he declared, should be easily accessible, should possess a health-

ful environment, and should be near the seat of government. Furthermore, any advantages that might accrue to the institutional population from the surroundings ought to be considered; and finally it should be remembered that whatever was done was not a temporary act affecting one generation, but for the future. For excellence of arrangement the New York institution was suggested as a model.

Governor Lowe declared in his biennial message of 1860 that the time was not far distant when the State must decide upon a location and erect suitable buildings to accommodate the school for the deaf and dumb. In his opinion the State capital was the proper location for the institution, for at this place the school would be under the immediate supervision of the legislature and officers of the State. At the time this report was submitted, the building for the blind was under construction at Vinton, while provision had already been made for the support and maintenance of other classes. Yet there was a greater number of mutes than of any other unfortunate class in the State and these, it was urged, ought not to be neglected.<sup>32</sup>

Very early in the history of the institution for the deaf and dumb the term "asylum" became distasteful and emphasis was placed upon the fact that it was "strictly and only *educational*" in its purposes. That is to say, it was in no sense a mere refuge for dependent persons nor a hospital for medical experimentation. On the contrary, the plans for the school contemplated but one object — the education of the

deaf along physical, mental, and moral lines. The schoolroom, therefore, must be the center of interest, for in such environment the mute first acquired the power of expression and the equipment necessary to enable him to help himself.

In 1860, for the first time, the routine of the day's occupation was published: the school opened at nine o'clock and the first exercise consisted of "a lecture in the natural and expressive language of signs" usually upon some moral or religious subject. On such occasions an effort was made to convey to the pupils some information relative to the common duties of life which all would be expected to perform. It was observed that even the youngest of those under instruction were soon enabled to grasp ideas more or less abstract which had been wholly incomprehensible to them in their "uneducated" condition. The entire school was divided into three classes. The most advanced students were taught by the principal, William E. Ijams; the second class was under the tuition of his brother, J. H. H. Ijams; while the lower or primary division was taught by the more mature pupils of the upper class under the supervision of the principal. Although this arrangement was not altogether satisfactory it was considered necessary in the interests of economy. Indeed, the employment of skilled instructors had never been possible, since such teachers were able to command salaries far beyond what this State would pay.

One effect of this compulsory economy was the suppression of the publicity work by which the op-



portunities and purposes of the school might become known. As pointed out above, under the provisions of the statute the principal was authorized, whenever it was deemed expedient, to make tours about the State in company with a number of his pupils in order to illustrate the methods of instruction as conducted at the institution and to arouse interest among the citizens generally. Ultimately, such publicity was expected to increase the attendance. Notwithstanding the fact that such authority existed no action had been taken during the early period lest the overcrowding should become embarrassing. In fact, it had been necessary to limit rather than to encourage attendance in order that the management might keep expenditures within the appropriations of the legislature—no debt being permitted by the law. A lack of funds, however, was not the only difficulty: the institution had no permanent quarters. Not long after the occupation of the old Park House in Iowa City a thrifty landlord raised the rent, thus forcing another move into what proved to be more satisfactory quarters, with room sufficient to warrant the reception of more pupils as soon as funds would permit.

The number of teachers was also restricted because of the lack of money, and those who were employed were poorly paid. Indeed, it was pointed out in one report that the officers and instructors from the beginning of the school had received less compensation than those of any similar institution in this country. At the same time the principal or

superintendent attended to the duties of both steward and teacher; whereas in the Wisconsin school, for example, he had but one office to fill. The trustees were determined to remedy this situation and they concluded their report with the declaration that "men ready to rush into any position for a mere pittance, are numerous enough, but men of experience and education and capacity are in demand everywhere, and their services cannot be obtained for a trifle, especially when the work to be performed is monotonous and laborious."

The report submitted in 1861 called attention to the fact that the institution had not yet been visited by a committee from the legislature, and the trustees expressed the hope that such an investigation would be made. Although a permanent home was much desired it was conceded that the State could not reasonably be expected to assume this obligation during the war. A per capita appropriation, instead of a lump sum, was requested since this was considered the fairest plan of financing an institution with a varying number of inmates.<sup>33</sup>

Although many educational agencies were curtailed on account of the war this institution continued to increase in efficiency; its attendance was not appreciably lessened, and during the period from 1861 to 1863 about sixty pupils were enrolled — fifteen having been admitted for the first time in 1863. At the close of that year a class was graduated, its members having completed the prescribed course of study. At the conclusion of their work

these pupils were permitted to present "a public exhibition of their attainments, highly creditable to themselves and the Institution, and satisfactory and interesting to the audience assembled to witness their performances." One student who had secured his preparation at the Iowa school was employed as a teacher in that institution; another was engaged to fill a similar position in the American Asylum, the original school for the deaf and dumb founded at Hartford, Connecticut, in 1817. At the close of 1863 Mr. William E. Ijams, who had founded the school and conducted it for not less than nine years, retired in order to regain his health and to engage in another occupation.<sup>34</sup>

## VI

### REMOVAL TO COUNCIL BLUFFS

BENJAMIN TALBOT, who succeeded Mr. Ijams, had been for many years an instructor in the Ohio school for the deaf and dumb. Likewise the newly elected matron, Mrs. Mary B. Swan who succeeded Mrs. M. A. Ijams, had served as assistant matron in the Ohio school.

The academic department was continued under the direct tuition of the principal who was assisted by "one speaking gentleman" (who served also as steward) and by a well-trained man and a young woman both of whom were mutes. In the report for 1864-1865, it was said that the pupils as a whole were making "commendable progress in the use of language, and in the acquisition of knowledge." Some regret was expressed, however, because of the unsatisfactory classification due to the limited instructional force — a situation that was unchanged for several years. Little more than a beginning had been made toward teaching any form of industrial work, although a broom shop had provided something in this line during the winter of 1862-1863. A number of the more mature boys had become quite skillful in the manufacture of these useful articles, the best of which were sold while the remainder were

used by the domestic department. Other boys had been employed in shoe shops in the town, and some had made real advancement toward learning a trade. One of the students had become qualified to do all the shoe repairing for the children of the school. No plans for the general introduction of such work could be made, however, with the equipment at hand. Nor could adequate equipment be provided until permanent buildings adapted to this specific purpose were ready.

In the meantime the frequent transfers of the school to new locations were very annoying and it was soon discovered that the limited amount to be paid for rent as fixed by the legislature was too low. In this emergency the trustees preferred to violate the provisions of the statute and to contract for the payment of a rent higher than that fixed by law rather than to destroy the usefulness of the institution, trusting to good management to pay the debts incurred. Attention was again directed to the apparent indifference to this work while many other State-supported institutions had been more generously provided for. In 1864 Governor Samuel J. Kirkwood called attention to the fact that renting, even on terms above the legal limit, was much less expensive than the interest on the investment which would be required for the construction of a permanent building. Whether the school should be continued where it was or be transferred to permanent quarters was a matter left to the judgment of the legislature: the trustees and the Governor, it

appears, considered their duty discharged when the facts were presented to the General Assembly.

The committee which the General Assembly sent to investigate was not so easily satisfied, however, for that body not only agreed with the trustees and the superintendent as to the needs of the institution but declared in unmistakable language that "Humanity, as well as the fair fame of the State", demanded immediate appropriations sufficient to provide good furniture and bedding. If the public interests would permit such an expenditure, the committee recommended that the amount should be large enough to erect a permanent building. A work shop, the committee believed, was a necessity; yet sufficient means were not at hand to purchase material or to defray the simplest expense connected with this essential feature of instruction. Early action in providing such equipment was certain to be approved by the people. The fear of financial embarrassment which had dictated the retrenchment practiced in 1862 had proved groundless, and the committee decided that the request for an appropriation was not unreasonable. Surely, it was said, "so prosperous a State as Iowa will not withhold the means necessary to place her educational and benevolent enterprises on a level with those of her sister States."<sup>35</sup>

Although the legislation of 1864 did not fully meet all the suggestions made by the committee much favorable action resulted. The per capita support fund was increased and the duties of the county officers were made more definite. As a result, the

trustees were enabled to add many conveniences theretofore denied. Indeed, the increase in the per capita support granted in 1864 proved to be more than the trustees considered sufficient and so they recommended its reduction at the next session of the legislature. The instruction in academic subjects during this period was pronounced extraordinarily efficient. In order to meet the needs of nearly one hundred pupils the teaching force had been increased by an additional instructor — a mute.

The increase in attendance suggested the possibility of reaching an even larger number of such individuals. It was well known that many persons who were responsible for the education of defective children were negligent and lacked an appreciation of the benefits to be derived from attendance at the special schools at the most advantageous age. When labor was much in demand the older pupils were often temporarily or even permanently withdrawn. Many refused to send their children until they were above the age most suitable for such instruction. The instructors preferred to receive children at twelve or thirteen years of age. Although the law required the admission of those over ten years old, many were sent for the first time at the age of eighteen or twenty, and occasionally older persons were received. These older students, as a rule, made little progress, being rapidly passed by those younger, so that the more mature usually became disheartened and dropped out of the school long before the completion of the seven years established

by the trustees as the limit of attendance at the expense of the State.

Sometimes, it was granted, the neglect to send the deaf and dumb children to school was due to ignorance that the State made any provision for such pupils. In fact, it was known that several families having one or more deaf and dumb members and living within thirty miles of the school had not learned of it during the twelve years of its operation. For this reason it was advised that the officers of the school ought in some way to be empowered to obtain data concerning the children in the State entitled to such instruction, that they might inform the parents or guardians of the purpose of the institution and the method to pursue in seeking admittance. Furthermore, intelligent citizens generally were asked to assist in distributing information to the public and to communicate with the school authorities concerning those who should be interested. It was also suggested that township or county authorities should, in extreme cases, be empowered to remove children from parental control, if the unfortunate child could be released by no other means.

By 1865, for purposes of instruction, the school had been organized into five divisions — the smallest number possible, it was said, if any regard was paid to individual differences. One teacher could handle eighteen or twenty pupils who were properly classified, but otherwise half as many were enough for a class. The daily lessons were designed to convey a



knowledge of the written vernacular, but along with this the moral and religious training had been emphasized from the very first. There were daily chapel services and on every Sunday lectures and appropriate lessons which pupils were required to memorize, sometimes from books especially prepared and sometimes from the Bible. The modest beginning which had been made in the introduction of industrial work had not been continued for reasons already mentioned. Although the manual labor about the premises was done by pupils it was fully realized that a part of each day might well be given to learning some useful trade. In order to accommodate the work then in progress or planned by the management a building suitably arranged to house one hundred boys and girls and provided with the equipment necessary for industrial training was considered ample for the present needs. There were in the State, so far as known, about three hundred and seventy-five deaf and dumb persons, about one-fourth of whom were eligible to admission to the school. It was in the interests of future contingencies that the trustees declared that "every motive of humanity and of justice urges to speedy action in our behalf."<sup>36</sup>

This energetic plea along with other influences seems to have induced the General Assembly of 1866 to provide for a commission to locate the school permanently and to submit its conclusions two years later. Thomas Officer, Caleb Baldwin, and Dr. E. Honn comprised its membership. They were not

only authorized to select a site but also to take title to the same and to present plans for buildings and grounds. The law declared that the site must contain not less than thirty nor more than eighty acres and be within one mile of the city chosen. Furthermore, the land must be donated to the State. This legislation did not immediately affect the institution already in operation, since at least two years must elapse before buildings could be commenced, and provisions for the removal were not anticipated before the session of the General Assembly in 1868 or possibly in 1870.

The report of the commission made in 1868 was accepted and the location of the school at Council Bluffs was approved. Moreover, the same commission with the addition of the Governor was authorized to erect the buildings, for which \$125,000 was appropriated. The statute required that the plant be ready for occupancy by October 1, 1870. At the same time liberal arrangements were made to continue the work in the old location until the transfer of the institution to its new quarters.

In thus locating the institution on the western border of the State the commission was opposed by N. H. Brainerd, the President of the Board of Trustees. At the risk of being misunderstood, he suggested that the action be reconsidered if it was not too late. In his opinion it was questionable whether the best interests of the State would be served by placing the school so far from the center of population, which at that time was in Iowa County — less

than one-third the distance across the State. It was quite certain that this point would at no time lie west of Jasper County. If the plans contemplated were carried out the majority of the pupils in attendance would be compelled to cross the State at great expense, whereas if a more central location could be secured the western portion of the Commonwealth would still have the advantage. To the President of the Board, the matter appeared to be exceedingly important, since the interests of the entire State ought to be the only basis upon which such decisions were made.

During the two years from 1865 to 1867, forty counties were represented in the school by ninety-eight pupils, although not more than seventy-five were in attendance at one time. It was known, however, that not less than sixty-six counties had from one to eighteen persons in residence who came within the group which this institution served, a large number of whom were between the ages of ten and twenty-five. It was believed that many parents must still be uninformed concerning the provision made by the State in their behalf and the longer this condition continued the greater the difficulty in instructing those entering late. Hence all relatives and friends of the deaf and dumb were requested to send these children to the school at the proper time. There were accommodations at this time for about one hundred children.

The Iowa institution from its founding had been open to the pupils from other States upon the pay-

ment of a prescribed fee, but it does not appear that any advantage of this privilege had been taken until Nebraska sent one pupil about 1867. At the same time it is of interest to note the compliance with the suggestion that friends generally should assume some responsibility for sending deaf and dumb children to the school. This may be illustrated by an incident reported from Grinnell. A waif, supposed to be from Illinois, who was found wandering along the new railway line from Davenport westward, was properly clothed by the good people of Grinnell and sent to the school for instruction. Since he could not recall his name he was called Kenyon Grinnell until such time as his true name might be ascertained. Occasionally, also, pupils who had been in attendance at similar institutions in other States were transferred to the Iowa school on the removal of the family to this State. In many cases, however, pupils were more desirous of attending school than parents or friends were of sending them, and many, it appears, were detained in their homes as a matter of economy during the most critical age. It was clear, however, that the seven year period allowed by the State for instruction was so short in comparison with the work projected that nothing ought to be permitted to interfere with the attendance at school during that time.

The methods of instruction pursued at this time were similar to the prevailing American practices in such schools, although some believed in a better system than the sign language. The superintendent

of the Iowa institution explained that signs were only the instruments by which language was taught and not the thing to be learned. This defense, however, suggested the change in method which had already been introduced in an Eastern school, namely, the teaching of articulation. Along with this reference to methods, attention was called to the recent provision for the higher education of mutes at Washington in connection with the Columbian Institution for the Education of the Deaf and Dumb. Two students formerly in attendance at the Iowa school had been admitted to this department, but both were compelled to take preparatory work since the Iowa school did not offer advanced work in the course they had completed. Nevertheless, the Iowa authorities planned to prepare pupils for this higher work as soon as the permanent buildings were ready for occupancy and the number enrolled warranted it.

In 1868 two special committees reported to the legislature concerning the institution for the deaf and dumb. The committee which visited Iowa City recommended a new lease of the property held there until such time as the school could be moved. It also recommended the appropriation of a considerable sum for repairs and for the compensation of faithful employees who were working for much less than those engaged in the same work elsewhere. The second committee reported on the new site, endorsed the selection, and presented a complete description of the ground and outlook. That the site chosen by the commission was not the unanimous

choice of the General Assembly, however, is evident. During the debate on the report several attempts were made to substitute Marshalltown or Des Moines for Council Bluffs as the permanent location. Indeed, Des Moines received twenty-two votes in the Senate as against the twenty-three for Council Bluffs.<sup>37</sup>

At the same time the commission which had selected the permanent location, and which was authorized to complete the transaction by the expenditure of the money appropriated, presented some reasons for the plans which they had adopted. The members believed that the future growth had to be considered as well as the present needs. It was proposed, therefore, that the original structure should be planned for not less than two hundred, and this estimate was not far from the actual needs. Furthermore, before closing its report the commission outlined a plan for acquainting the public with the purpose and work of the institution in order to overcome the apathy which seemed to exist.

It was the opinion of this commission that only those of more than ordinary ability should be employed in teaching mutes, since this work required much patience and kindness of heart. And that all possible might be done for these unfortunates the course of study should be broad enough and the time allowed for its completion long enough to permit the diligent pupil to become proficient in the branches pursued. Public demonstrations by the pupils as a means of popularizing the institution

were favored, for it was believed that these would be most convincing to parents. Lastly, the only question raised as to the plans submitted to the legislature was one of expediency, for the State was abundantly able to furnish the necessary funds; there was no public debt while great resources and unlimited credit were available.<sup>38</sup>

Construction was under way at Council Bluffs when the trustees in 1869 recommended the removal of the school from Iowa City and provision for the additional expenditure which would be necessary for the larger institution. As a matter of economy it was the belief of the authorities that a full equipment should be provided at the very beginning. Moreover, the superintendent proposed improvements in the methods of instruction. Plans were made for teaching the trades adapted to the purpose, such as shoemaking, tailoring, dressmaking, carpenter and cabinet work, broom-making, and the farming and gardening which would be possible under the new conditions. He also planned to introduce the recently tested system of articulation, which he had personally investigated at another institution. Governor Merrill approved the suggestion that an opportunity for the learning of trades should be given to the pupils.

Just previous to the removal there was a large increase in attendance and it had become necessary to refuse further admissions. The five classes, each with its special teacher, were continued, thereby permitting the separate instruction of pupils who

possessed in any degree the ability to articulate. Such classes were required to communicate orally to the hearing teacher in charge; while the teacher in charge of the primary division conducted special exercises for the "semi-mutes and semi-deaf", in order that they might not lose but rather retain and improve what power they had acquired.

The establishment of the National College for Deaf Mutes at Washington seems to have stimulated the interest in the higher education of such persons, for conferences of the superintendents of such State institutions endorsed the movement and recommended the necessary preparation in local schools. And so the Iowa management fell into line with suggestions for advanced instruction as soon as the new quarters could be occupied. First of all, however, each pupil must be made independent by acquiring the ability to communicate by writing and much practice in composition, therefore, was required. Advanced instruction would be possible only after this training had produced the desired facility.<sup>39</sup>



## VII

### FIRST DECADE AT COUNCIL BLUFFS

By legislation enacted in 1870 provision was made for the transfer of the institution to the new location at Council Bluffs whenever the trustees were notified that the building was ready for occupancy. The support fund was raised to forty dollars a quarter per capita for average attendance; and this fund was to be devoted to what was defined as current expenses, while a fixed sum of \$8000 annually was provided for ordinary expenses — namely, compensation for officers and instructors and similar purposes. Formerly the compensation of employees had been fixed by law, but in 1868 this function was entrusted to the governing board.

It was not until November, 1870, that instruction was begun at Council Bluffs. This change resulted in some disturbance of the school year, since none of the pupils were assembled before that time. Several factors contributed to the delay in fulfilling the contracts: avoidable differences of opinion led to unprofitable dickerings between the Commission and the builders; the structure was located on an elevation so limited in area that without grading there was insufficient room for the building, and an insecure foundation, the effects of which were evident

years later, was the result; the design was changed in the midst of construction; the contractor met with misfortune; the work was shabbily done being at one time pronounced a "wretched piece of carpentry"; the heating plant failed to work; the gas plant froze up; the water supply was not adequate; funds for furniture were insufficient; and new problems apparently unthought of were constantly arising. Furthermore, it was soon discovered that so much of the building had been devoted to the accommodation of officers and employees of the administration that the space remaining for the children was altogether inadequate. The trustees then recommended that two wings be completed at once at the additional expense of \$100,000.

Although a large proportion of the children enrolled the year before were forced to cross the entire State in the late autumn months to reach the school it was found that all were present at the appointed time. Inconveniences were endured patiently, and the largest attendance in the history of the school marked the first two years of its operation in the new location — seventy-two boys and forty-seven girls being enrolled. No adequate explanation, it was said, could be offered for the difference in the number of boys and girls unless it was the unwillingness of parents to permit girls to go so far from home.

A sixth class was now organized thus permitting a somewhat stricter classification; and Superintendent Talbot was in favor of the establishment of

seven classes — one for each year of the course. Fifteen pupils in the advanced courses and twenty in the elementary classes were considered as the maximum number which could be taught by one instructor. The most advanced class studied Steele's *Fourteen Weeks in Astronomy* and Jarvis's *Elements of Physiology* as texts. Arithmetic constituted the third subject in the course; and there were lectures on ancient history, parsing by grammatical symbols, and Sabbath lessons from the *Acts of the Apostles*. In addition to the study of arithmetic the second class used Monteith's *Manual of Geography* and Hooker's *Child's Book of Common Things*. Map drawing was included; and on Sunday there were lessons from the *Gospel by Matthew*. For the third class there were Peet's *Course of Instruction*, Part III, and Monteith's *Manual of Geography*. Arithmetic and penmanship were also offered; while the Sunday exercises were taken from Peet's *Scripture Lessons*. The fourth class studied arithmetic, penmanship, Sanders' *Union Reader*, No. 2; Monteith's *First Lessons in Geography*; and Peet's *Scripture Lessons*. The fifth class was given exercises in penmanship, addition, subtraction, and multiplication. Peet's *Elementary Lessons* and Peet's *Scripture Lessons* were also used by this class. The beginning class used Peet's *Elementary Lessons* and Peet's *Scripture Lessons* and were given exercises in counting, addition, and penmanship. Those competent to judge asserted that pupils of this school who were well grounded during the first three or

four years of the course were usually well qualified to proceed successfully with all the branches of a common school education.

In the report submitted in 1872 an urgent appeal was made for books, apparatus, and the equipment necessary for industrial training. It was the belief of the superintendent that no excuse could be offered for further delay since a permanent location had been selected. The introduction of training in articulation was recommended and a fund for this work was requested. It does not appear that these requests were granted, and the visiting committee reported adversely to the request of the trustees for an addition to the building. One member, however, remarked that "a more generous diet" ought to be furnished those who constituted the school family. Attention was also called to the contrast between the furnishings of "The Governor's Room" and those of the dormitory for the young women which was destitute of even a strip of carpet.<sup>40</sup>

A law of 1872 required the county superintendents of schools to report to the superintendent of this institution all deaf and dumb persons between the ages of five and twenty-one inclusive, and "all such persons as may be deaf to such an extent as to be unable to acquire an education in the common schools." Only through some system of this kind would the authorities have information concerning the probable growth of the work. During this period the usual custom of making the trustees responsible at once seems not to have been followed

and the building commission continued in charge of the improvements not yet completed. This may have been due to certain complications which arose prior to the final adjustment of the original contract. In 1873 the trustees insisted upon provision for a shop building, declaring that the State was negligent in the performance of its duty. Certainly these students could not become self-sustaining and useful members of society without a knowledge of some handicraft. It was evident also that additional room would be needed since greater interest in the school was being shown. For the first time a majority of the ninety-nine counties in the State had sent one or more children; but thirty-three had sent none since the institution had been established. To be sure, some counties were barely settled.

Already under the statute of 1872 a lively correspondence had sprung up which had resulted in the enrollment of a number of the one hundred and thirty-eight children at the school. The next step was a compulsory attendance law for all eligible deaf and dumb — which was recommended as a possible solution of the whole question. If persuasion failed, compulsion was the only method left.

By this time, it appears, the trustees had recognized the desirability of advanced subjects and had extended the time allowed each pupil so that those exhibiting a certain degree of proficiency were permitted to remain for more than seven years. It was anticipated, therefore, that with the growth of the school there would be developed what was defined in

all similar institutions as a "high class", in which there would be maintained a course of study parallel, as near as might be, to that of the public high schools and academies. Since the State had established institutions — the University and the Agricultural College — for the instruction of students of normal powers, and the school for the advanced instruction of the blind, it seemed but just and reasonable to provide similar facilities for the deaf and dumb. A number of advantages, it was shown, would accrue from such an arrangement. A supply of teachers would thus be trained for temporary service and the older pupils who had been looking forward to this provision would be encouraged by this opportunity of advancement. In 1874 the visiting committee agreed that an industrial department was needed, and suggested an appropriation of \$8500 for shops. The reasons offered by the trustees and the superintendent, however, were not included among those submitted by the committee, which emphasized only the desirability of providing "employment".<sup>41</sup>

The legislature of 1874 agreed to this suggestion and the amount proposed was allowed for shops. Within the succeeding biennium, however, the accommodations became so crowded that the trustees, the superintendent, and the visiting committee were unanimous in urging an appropriation for the additional wing provided for in the original plans. Thus the experience of the State in other building projects was repeated by the demand for reconstruction or repairs at large expense before the first five years

had passed. The industrial department created from the funds granted in 1874 was in operation in 1876 so that twenty pupils were employed in the cabinet shop and the same number in the shoe shop where foremen were in charge. A dressmaker directed the work for girls. It was planned to introduce other occupations as rapidly as means would permit. The administration of this work was left in the hands of Superintendent Talbot upon whom the trustees relied in all matters of detail.

Two reasons contributed to the increase of the population of the institution in 1876: the enlarged attendance due to wider publicity and the tendency of pupils to remain longer in the institution for the sake of the advanced instruction. About this time, also, the trustees were authorized to admit persons from the Territory of Dakota and some correspondence relative to this matter passed between the superintendent and Governor Cyrus C. Carpenter. The admission of students from outside the State was opposed, however, because of the already crowded condition of the institution. Not less than seventy-seven had entered during the two years ending in 1875. An eighth class was organized and the subjects of natural history, physiology, and political economy had been included among those pursued by the upper class. Language study remained the constant in all grades.

Attention was called to the rapid increase in the number of admissions due to what was defined as "adventitious deafness"—a defect produced by

disease. Such individuals had acquired speech to some extent, and it was recognized that this should be retained and developed through instruction in articulation. That different elements were contributing to the expansion of the instruction is obvious. The introduction of systematic industrial training required a reorganization of the general program; the choice of courses and trades had to be carefully supervised and new employees of a peculiar type had to be chosen. It was not intended that the training in handicrafts should detract from the cultural or intellectual studies; rather it was designed to unite the two during the later years of instruction in order to enable the pupil to become a self-supporting and intelligent citizen.<sup>42</sup>

During the next two years misfortune fell upon the institution. Fire and storm so destroyed the equipment that suspension in part or in all divisions was necessary. Moreover, a difference of opinion developed between a committee from the Seventeenth General Assembly and the administration. It was becoming apparent that a serious error had been made in selecting the location at Council Bluffs and in making disproportionate allowances of room for the forces of administration, but it was difficult to decide as to where the responsibility for this condition rested. The question which had to be decided at this time, however, concerned the rebuilding of the burned structure. The trustees insisted that this should be done, while the visiting committee declared that there was room enough, provided a proper distribution of the space was made.



At this time the industrial work had just been inaugurated and results were not easy to demonstrate, although it was shown that what had been done helped the institution directly through repairing of furniture, the mending and making of footwear, the manufacture of brooms and mattresses, and the instruction in dressmaking. In spite of these advantages it was necessary to close the shops in order to permit the use of the building for dormitory purposes until room could be provided, and in February, 1877, a part of the school was dismissed for the remainder of the year. Nor was it possible to begin the normal schedule until late in November, 1877. No fault, it seems, was found with the instruction as observed by the committee from the legislature. On the contrary, it was said that there was much to commend — notably in the teaching of articulation and in the general efficiency of the academic department.

Following the submission of this report in 1878, the legislature decreased the allowance for maintenance by one-fourth and the general fund was reduced from \$12,000 to \$8000. Thus it appears that the institution was penalized for the mistakes of its officers. The managing board was reduced to three members. The term of office was fixed at six years, and one member was to be chosen at each session of the legislature. Employees were prohibited from residing in the buildings of the institution unless on specific agreement with the Board of Trustees; and, contrary to the opinion of its own committee, although in harmony with the recommendation of

Governor Joshua G. Newbold, the General Assembly set apart \$40,000 to partially restore the main building. The statute also required the trustees to employ the pupils (boys it is assumed) of the school in any labor connected with the re-building which would not interfere with their regular class instruction.<sup>43</sup>

## VIII

### GROWTH OF THE SCHOOL 1878-1885

The new Board of Trustees assumed control in May, 1878, and at once proceeded to reorganize the administration. Some fears were expressed lest the decrease in the support fund would interfere with the work, but up to the close of 1879 no difficulty had been experienced. The attendance had nearly doubled within the time, however, and as a result the total amount available was largely increased, while the per capita cost of maintenance was reduced. It was considered quite creditable likewise that over \$5000 of the appropriation for rebuilding had been saved by the employment of day labor in preference to the contract system.

In July, 1878, following the radical action of the General Assembly, Mr. Talbot resigned after thirteen years as superintendent of the school for the deaf and dumb to become the principal of the public high school of Council Bluffs. Four teachers and the steward also left the school at this time. Moses Folsom, who succeeded Mr. Talbot at the head of the institution, served but two years and then he, too, retired under the fire of a committee from the General Assembly. It was admitted at the time that his

position was not an enviable one since he came into service under a retrenchment and reform administration. The difficulties of the situation are revealed to some extent by a letter from D. C. Bloomer of Council Bluffs to Governor John H. Gear in which he suggested an investigation of the institution. Communications from parents to the Governor also exhibit much anxiety concerning the care of the children who had evidently become much dissatisfied with their environment.

For want of room the new class which should have been enrolled in 1877 was excluded and only two new pupils were received. Only six classes besides the articulation class were mentioned in the report of the course of study for the year 1877-1878. The next year, it seems, the eight classes were restored, but the instruction in articulation was omitted. No complaint concerning the unemployment of pupils could be made at this time, it appears. The girls were put to sewing, ironing, dish-washing, sweeping, and general housework under the direction of the matron; and it was suggested that cooking, washing, and scrubbing might be added. The older boys were doubtless occupied in the industries already mentioned and in the work of the farm and garden, as well as in the building operations. The communications and complaints to the Governor, to which reference has just been made, may have been due to this strenuous industrial administration. In addition to this plain labor several authorities recommended the introduction of printing as an occupation

very suitable to the deaf and dumb. The trustees, the Governor, and the superintendent all agreed to this innovation. Indeed, the Governor declared that some States found it economical to have all their printing done by "this class of unfortunates." He suggested further that articulation be taught and that at least one instructor be employed to teach the "labial language".<sup>44</sup>

Not until 1880 did the legislature provide for the complete restoration of the main building and thus permit the admission of new classes. The statute contained the following provision: "The superintendent is hereby required to utilize the labor of the boys in erecting said wing, building sewer, and for other purposes in and around the grounds of said institution, so far as practicable." This improvement was made during the biennial period but in the report of the trustees at the end of 1881 the attention of the legislature was called to the condition of the plant as a whole, which, although new in many parts, was already greatly in need of repair — a situation altogether too common in the history of such institutions. Indeed, the committee from the General Assembly declared that part of the structure was positively in a dangerous condition. This committee also severely criticised the administrative work of the new board of three members which had been created in 1878, demanding that comforts long-needed in such an institution should be supplied immediately.

The educational department was declared to be

the “paramount and important trust”, and the committee recommended that it should be so extended that pupils might have the same advantages in acquiring a higher education as were afforded normal children who attended the public high schools. Such opportunities would admit the graduates of the institution to the National school—the “university” of the deaf and dumb of the country. For the first time, so far as known, it was suggested that all instruction should be under the supervision of specialists. This led to a discussion of salaries. The amounts paid in the Iowa institution were characterized as wholly unworthy of the State, especially when compared with those paid in similar institutions of other States. This report was a direct contradiction of a similar report submitted two years before in which the salaries paid were characterized as too high—a report that had been one of the causes of the resignation of the teachers.

The frequent interruptions in the industrial department seem to have largely ceased by 1881. Approving of the introduction of printing the General Assembly in 1880 had allowed \$1000 for this purpose. The publication of the *Deaf-Mute Hawk-Eye* was one of the results of this appropriation. It was anticipated, also, that a part of the State printing might be done by the older boys.

In 1882 the members of the legislative committee were much disturbed by the lack of motherly care for the smaller boys at a time when they most needed it and they recommended “with positive conviction

that this betterment be made at an early date." For once, at least, economy in expenditure was not the first consideration. An enrollment of two hundred and twenty-eight was reported in 1881, and twelve regular classes composed of seventeen to twenty pupils each and six classes in the "articulation department" had been organized. A new superintendent had been employed, following the resignation — probably the forced retirement — of the incumbent for the preceding two years, who, like many others in similar situations, became a sacrifice to the fit of legislative economy.

About this time there was considerable agitation relative to the removal of the institution to a more central location. Petitions from the children in the institution and letters from many citizens were presented to the visiting committee in 1882 suggesting the transfer of the plant to Des Moines and the disposal of the buildings then in use. Objections to this plan were likewise submitted, and the representatives of the General Assembly decided that the matter would bear a thorough investigation. Letters received by Governor Buren R. Sherman in 1883 suggested the establishment of a second institution for the deaf and dumb in eastern Iowa — preferably at Cedar Rapids.<sup>45</sup>

The reorganized course of study in operation at the close of 1883 had in view the preparation of advanced pupils for the National school at Washington. Since this institution was supported by the Federal government it was "free to all male deaf

muters'' who were able to pass its examinations. Up to 1884 Iowa had furnished only two students — F. C. Holloway, then a teacher in the Iowa school, and George M. Teegarden, an instructor in the West Pennsylvania State institution. Since young men only were admitted to the school at Washington, a differentiation of the work in the last two years (the tenth and eleventh) of the Iowa school was arranged in order that the girls and such boys as did not enter upon advanced courses might spend their time on more practical subjects than those offered in the preparatory course.

At the same time the industrial features were being further developed. The hours of labor were extended and efforts were made to supply the local needs and if practicable the public market. For example, the eighteen boys working in the shoe shop were able not only to do all repairing for the school but to undertake some outside work as well. Surplus brooms were sold; and the printing office had proved a practical and popular investment. The fifteenth report issued by the institution bears the imprint of the "Press of the Deaf-Mute Hawk-Eye". Moreover, in 1882, the legislature authorized the Executive Council to apportion so much of the public printing to this plant as might be for the best interest of the State — a provision that was not molested when the State printing and binding law was revised in 1888. Governor Sherman commended the request for an increased appropriation for this work in 1884, saying that he had long entertained the theory that



“the pupils should be taught the art of printing, including press work, in all its completeness, and thereby in the future the State would be able to do in large part, as is done in some other states, its own printing, at an expense much less than by the present method. . . . The printed report now presented was gotten up at the institution and completed in every detail save only the binding.”

Early in the history of this school farming was listed as among the most desirable occupations, but for a long time it had not proved satisfactory. One reason was the lack of suitable farm land. The sixty acres owned by the State was on the Missouri bottom and was frequently overflowed. Indeed, it was said that the greatest need at the time was “some good dry land for a garden”. This condition indicates a lack of forethought on the part of those responsible for the selection of the site, and recalls the warning uttered by the President of the Board of Trustees at that time.

H. C. Hammond, the fifth superintendent since the organization of the school, issued a supplemental report at the beginning of his service late in 1883 in which he recommended some attention to the physical education of the children. This suggestion was endorsed by the committee from the legislature in 1884. Some further extension of the industrial training was also suggested — such as baking for the boys and book binding for both sexes. All authorities at this time appeared to agree that an independent building should be provided exclusively

for school purposes so that the general building might be released for other service. This was made necessary by the increased attendance and the lengthened period of residence following the extension of the course of study. Nearly three hundred pupils were enrolled during the school year of 1883-1884. The period of instruction covered eleven years and the school was divided into fourteen classes, each with a separate teacher. In addition specialists in articulation, penmanship, drawing, and painting were employed.

For a short time following the reduction in 1880 the new Board of Trustees had reported a surplus, or at least a sufficient amount in the support fund; but at the next session of the General Assembly the appropriation was again increased. Furthermore, in 1884 the sum of five thousand dollars was added to the general fund; \$40,000 was appropriated for a school building; and more land was secured. Altogether the institution fared better than at any other time in its history.<sup>46</sup>

The instruction as described in 1885 followed the courses pursued in the public schools — although, to be sure, more time was allowed for the work. The common school texts were introduced as early as practicable in work above the first three or four years. In the earlier years the pupil was given a blank book in which he wrote the lesson dictated by his teacher. That the advanced courses were appreciated is evident from the fact that Iowa had the largest representation of all the States at the Na-

tional College for Deaf Mutes. By this time physical geography, general history, advanced grammar, and algebra had been added to the curriculum. More than three hundred pupils were enrolled and the belief was expressed that there were not many more in the State eligible to instruction in this institution.

For eight years the articulation classes and the sign language had been maintained as separate courses; but by 1885 a combined plan of instruction had been worked out and adopted since experience demonstrated that in actual conversation the use of the voice was soon abandoned for the sign manual. More emphasis was placed on farming; while an enlargement of the shops was made necessary to accommodate the increasing attendance. The board, it appears, had divided the \$40,000 appropriated for a school building and had thus been able to provide not only class rooms and an assembly room but also a dining room for the school. Misfortune, however, struck the institution again in June, 1885, when a cyclone partly destroyed the main building and delayed the opening of the following session.<sup>47</sup>

## IX

### THE SCHOOL AT WORK

#### 1886-1914

Although no formal report of a committee from the legislature is included in the published documents for 1886 it is clear that such a body not only paid the usual visit to the institution but, on being informed concerning certain irregularities, real or surmised, requested permission to return. Furthermore, they were instructed to make a thorough investigation. The judgment of the committee is suggested by the statement made in the report of the trustees that in accordance with the recommendations of the Twenty-first General Assembly "a change was made in the Superintendency" and G. L. Wyckoff, the principal teacher, was placed in charge in August, 1886. A year later it was determined to separate the offices of superintendent and school principal: Mr. Wyckoff became identified wholly with the work of instruction, while Henry W. Rothert became superintendent. Although the population of the institution remained about stationary at approximately three hundred, the shops building, erected in 1875 for one hundred pupils, had not been enlarged; nor had suitable provision been made to obtain the necessary supplies of common food in an

economical manner through local production. The method of appropriating funds was not satisfactory, since the fund provided for the support of the pupils must also cover the repair of worn-out equipment. Fortunately these conclusions were not contradicted by the committee from the General Assembly in 1888. It was also recommended that a uniform system of gradation should be adopted so that a pupil might follow a regular course to its completion within a limited period. Furthermore, it was believed that the course should be preparatory "to a higher or classical education".

For the first time some consideration was given to the need for a more complete library. The committee observed during this visit of several days that none of the pupils were engaged in reading outside of the recitation period, and the reason was soon discovered in what was termed the "burlesque" library. The books available were largely collections of "statistics, State reports and ancient histories". This situation would be unfortunate in any school, but more especially so among persons who depended so largely upon their seeing sense for information and entertainment. No great effort was made, however, to convince the legislature that additional library facilities were indispensable if the institution was to rank with other State schools. Instead the committee contented itself with the rather ironic statement that "as soon as the great State of Iowa can afford it" something should be done to remedy this fault.<sup>48</sup>

Under the skillful direction of Mr. Rothert the instruction was organized into two departments — the educational or academic and the industrial. For the former there were seventeen teachers and a supervising principal; in the latter, eight foremen guided the efforts in farming, carpentering, printing, shoemaking, broom-making, baking, sewing, and ironing, while a tailor shop and a cooking school seem to have been projected. All authorities agreed that the institution was unusually prosperous at this time. It is quite evident that the number of teachers was too limited if the standard in other schools of this kind should be taken as a criterion. Many schools considered an average of fourteen pupils to a class large enough whereas in Iowa there were more than seventeen. The combined method of oral instruction and the sign manual was employed, although it was impossible to secure a teacher of articulation during a part of the biennium. In all such instruction and even in the ordinary work of all classes the teaching must obviously be largely individual.

The observations of the supervising principal of the academic department were formally submitted for the first time in 1889, and from them it is apparent that every care was taken to group pupils according to ability although in many cases it was difficult to do so. For the ten years in the course not less than fifteen classes were provided so that a readjustment was readily made after a few weeks of acquaintance with the pupil. Such changes were

frequent in order to maintain groups of equal advancement. In this connection attention was called to the importance of the teacher and the peculiar qualities required in such schools. The standard of graduation was determined by the "ability to pass the entrance examination of the National Deaf Mute College."

The course of study at this time allowed no textbooks until the pupil had reached the sixth grade. Lessons in language, arithmetic, and geography were presented by the instructor until the fifth year when history was added. From the sixth to the tenth grades the same subjects were taught from textbooks. In the ninth year civil government was introduced in the form of weekly talks by the teacher. The next year this became a regular subject along with two new subjects — bookkeeping and natural philosophy. The tenth year in this course corresponded to the first year of some high schools of the same period. The Twenty-second General Assembly had allowed half the amount asked for the enlargement of the industrial building and also a small sum for the library. As a result some advances were possible in these directions, but more help for these purposes was requested. Along with these changes in the actual teaching there was always an expansion on the material side which must necessarily be passed with only slight mention.<sup>49</sup>

During this period the problem of getting the deaf and dumb children of the State into the school received some attention. Compulsory school attend-

ance even for normal children was not required by law until 1902, although it had been advocated for more than half a century. There was also agitation for a law to compel deaf and mute children to attend the special school provided for them. Indeed, to some it seemed even more important that defective children attend school, since those with normal faculties might secure some education from their environment. Attendance at the institution for the deaf and dumb, should no longer be optional with parents or guardians, it was asserted, and means should be at hand to extend the average attendance period about four years, and to bring into the school all who were entitled to its advantages. This number was estimated at about five hundred. The fact that there was some agitation for a second institution elicited the assertion that if the legislature in 1892 would comply with the recommendations submitted, the one school would be abundantly able to care for all needs of the State in this direction. Moreover, it would be so thoroughly established and organized that it would compare favorably with the best of its kind and "no minor branch or division school located elsewhere in the state could serve a similar purpose."

It was well understood that the most important agency in maintaining the desired standard of the school was the academic department under the management of an effective principal and assistants. At the time the report for 1890-1891 was submitted, fourteen of the sixteen classes were taught by the



customary sign manual and written method, while two were "taught exclusively by speech and lip reading". At the same time no method of instruction advocated by teachers in such schools had been neglected.<sup>50</sup>

In 1892 the name of the institution was changed by law to "The Iowa School for the Deaf" and this designation has been retained. Other legislation at this session was concerned only with appropriations. The reports from trustees, superintendent, principal, and visiting committee reveal a most successful administration. The institution maintained the usual attendance of about three hundred with the same number of classes as before, while ample room remained for additional students. The work was now so far established that twenty-five had graduated from the academic department several of whom had continued their education at the National College, and many others had engaged in gainful occupations. Nevertheless some regret was expressed that so large a number left before completing the work: it was still apparent that some compulsory measure was advisable. Indeed, since the problems of clothing and transportation had been adjusted the chief difficulty faced by the school authorities was the opposition or indifference of the parents.<sup>51</sup>

The final report of the Board of Trustees was submitted at the close of 1897. It contained a survey of all the previous legislation relative to the support of the institution together with a presenta-

tion of its status as a part of the public school system. Indeed, the school for the deaf and dumb was similar to a department employing special teachers—the only difference was the fact that board and care were provided free by the State. Because of a new interpretation of the statute governing allowances made by the Auditor of State, the administration had become financially embarrassed and a small additional appropriation was asked to meet the deficit. That the expenditures were not extravagant is evident from the fact that in per capita cost Iowa stood fourteenth in a list of nineteen institutions. In rank, however, the Iowa institution was regarded as equal to those which were much more liberally supported.

The course of study had been maintained without material change for several years except that one or two advanced subjects had been dropped. At this time at least fourteen divisions were receiving industrial training. Among the trades taught were printing, carpentering, shoemaking, broom-making, baking, general farming, flower gardening, and vegetable gardening for the boys, and general housework, plain sewing, embroidery, dressmaking, ironing, and cooking for the girls. One criticism of the school at this time was the size of the classes. Among the fifty schools of this type enrolling more than fifty pupils not one assigned so many pupils to an instructor as did the Iowa school. It was reasonable, therefore, to conclude that as thorough work could not be expected. At the same time attention was called to the fact that according to the statute rela-

tive to admissions children five years of age might be admitted. This was regarded as unsatisfactory, since the age of seven was believed to be the minimum at which any pupil could make progress in class work. The oral instruction, already mentioned as a part of the methods employed, had been continued and an effort had been made to extend it. It was said that there was an "imperative demand on the part of parents for oral instruction of their children", and for that reason an attempt ought to be made to teach them to speak.<sup>52</sup>

The legislation of 1898 transferred the administration of this institution to the newly created State Board of Control. At the same time another act fixed the salary of the superintendent and established the requirement that he must be "proficient in the use of the sign language." On assuming the direction of affairs the Board of Control was immediately confronted with the duty of making an investigation of certain complaints brought against the school; but no grounds for the criticisms were revealed. At the same time the policy of dividing the administration between the superintendent and the principal of the educational department was characterized as unwise and the superintendent was given authority to direct the activities of the school in all lines. The superintendent explained in his report that the academic and industrial departments were considered the most important, although attention had also been given to "oral training, articulation and speech reading".

Although attendance had remained at about three

hundred for a number of years it dropped to two hundred and fifty or less in 1901, necessitating a readjustment of appropriations. In 1902 the main part of the building was again wiped out by fire and the school was once more thrown into temporary quarters without apparatus or library. Some comfort, however, was found in the fact that in all the misfortune that had come upon the institution no lives had been lost thereby, a result credited to the officers and teachers. The school did not stop its work, although it was somewhat interrupted. School rooms and shops were turned into dormitories and all but the very youngest of the pupils were cared for until the school year closed. This misfortune led to a recurrence of the agitation for a change in the location of the school, but again without effect.

In 1903 Superintendent Rothert recommended that the compulsory attendance statute passed in 1902 be amended to include the deaf who were unable to profit from attendance at the public schools. A revision of the course of study was also made at this time. The combined method of instruction was continued, and all new pupils were permitted to elect articulation and speech reading whenever it was believed that their progress would justify the labor of instruction.<sup>53</sup>

A suggestion relative to a change of location made by the Board of Control in 1904 appears to have been seriously considered by the legislature inasmuch as the House requested information concerning the reasons for the change. These were briefly presented

by the Board together with certain facts which the legislature had requested. Following this special report a committee composed of eight representatives and four senators was appointed to visit the school and decide upon the advisability of changing the location. The committee advised against the change. On the contrary, it recommended an appropriation to reconstruct the buildings destroyed by fire nearly two years before and to put all others into respectable repair. A special fund to beautify the grounds under the supervision of a landscape engineer was also suggested. As a result of this report, \$250,000 was appropriated for restoring the building and equipment, although this sum did not fully meet all the recommendations.<sup>54</sup>

By the fall of 1905 a new fireproof structure was so far completed that the outlook changed from a congested and uncomfortable situation to one of opportunity never before experienced in the life of the school. About this time the superintendent suggested that persons up to thirty-five years of age ought to be admitted since many such would be desirous of obtaining something of an education of which they had been deprived through no fault of their own. He also recommended the graduates of the Iowa school, who on account of the lack of means for transportation and other expenses were unable to take advantages of the free scholarships offered by the college maintained by the Federal government at Washington, should be aided by the State. Moreover, he felt that a number of the children enrolled

should be retained during the entire year at the institution. Some of these had no home worthy the name, and others if sent to their respective counties during the long vacation would be cared for at the county farm. And finally, it was proposed to extend the course of study in the near future so that it would be equivalent to that of the high schools of the State.

It was not until 1909 that the long-desired compulsory attendance law was passed. This act provided that all deaf children resident in the State and between the ages of twelve and nineteen, who could not be instructed in the public schools, must attend the Iowa School for the Deaf during the scholastic year unless excused under the provisions of the law. Furthermore, a penalty was imposed for non-compliance or for interference on the part of parents or others. Further legislation required assessors to enumerate especially all deaf persons giving name, age, sex, and address.

Although there were at this time sufficient accommodations for about three hundred and the enrollment in 1912 had fallen to two hundred and thirty-five with an average attendance of two hundred and twenty. A campaign of publicity was therefore not only advised but even undertaken through the press and other agencies to enlighten those who were uninformed. Attention was called to the fact that all seven of the graduates in 1911 had been able to pass the examination for entrance to the national school. Finally, the desired legislation — which had been

repeatedly suggested — to permit persons from twenty-one to thirty-five years of age to obtain free instruction at the expense of the State, on permission of the Board of Control, was enacted in 1913. The report of the board for 1914 declares that more than one-half the pupils had been taught by the oral methods and parents were assured that if their children exhibited any ability to talk they would be thus instructed. At the same time it was fully recognized that the sign language was vitally important to the deaf.<sup>55</sup> Thus after sixty years the institution had been permanently located, attendance had been made compulsory, and modern methods of instruction had been adopted.





PART III  
HISTORY OF THE SOLDIERS' ORPHANS'  
HOME



## X

### THE PROBLEM OF SOLDIERS' ORPHANS

Even before the Civil War called for some concerted action in caring for the orphans of the soldiers some consideration had been given to the problem of dependent children. During the special session of 1848 a joint resolution of the Iowa legislature requested the Federal government to endow an orphan asylum and manual labor school. Five sections of land were mentioned, to be selected by a commission in or near the township of Fairview (the county is not named but clearly from the context Jones County is meant) and the members of Congress from this State were instructed to use their influence to secure favorable action. This general plea seems to have been largely an attempt to provide for future needs through the liberality of the United States government. The request seems not to have been granted or even seriously debated.

Fifteen years later came the Civil War and with it the problem of caring for the widows and children of Iowa soldiers. In this emergency men and women shouldered the responsibility and, without waiting for State aid, began the work so urgently needed. It was evident that individual initiative must provide the means of caring for the children of the

soldiers, at least for a time, since State action is always slow and many orphans were destitute. And so a convention of the loyal women of Iowa was called by Mrs. Annie Wittenmyer to meet at Muscatine in October, 1863, to devise ways and means to support and to educate the orphans of Iowa soldiers. This meeting was well attended, and in December, 1863, the Iowa State Orphan Asylum Association (later the Iowa Orphans' Home Association) was organized. Fortunately, Judge Chester C. Cole and Mrs. Charles B. Darwin, who were among the foremost leaders in consummating the plans then devised, have preserved the record of these events and of some subsequent actions. In spite of the need, it appears that the plan was not at first generally understood or supported. On the contrary, it was an enterprise that originated with the few who foresaw its necessity. It was important, therefore, that the work should be presented to the public, for it was well understood that money must be had to accomplish the purposes in view and to "provide a home and education for the orphan children of those who had fallen, or might thereafter fall, in the defense of our country".

The Tenth General Assembly met in regular session in January, 1864, and in February the trustees of the Association held their first regular meeting in Des Moines. They determined to ask the legislature for a small appropriation, and later the matter was presented by a committee which submitted a number of petitions. Both the House and Senate

appointed special committees to consider the establishment of such an institution and to report by bill or otherwise. These committees met with the trustees of the Association, and Governor William M. Stone presided. Senator Benjamin F. Gue, chairman of the Senate committee, reported the plans made to raise funds by popular subscription from individuals, societies, lodges, and soldiers in the field. It was estimated that \$175,000 could be obtained by popular subscription — a part of which was to be set aside for an endowment, while the remainder was to be used to purchase equipment in grounds and buildings. To provide for the immediate need the Association proposed to rent quarters until permanent structures could be secured. For this undertaking the State was asked to appropriate \$5000 annually for support. The Senate committee seems to have agreed on the advisability of providing a home for the children of the soldiers, but some of the members felt that the State should assume entire responsibility. A bill complying with the request of the Association was introduced and its passage was recommended. While this committee was deliberating, however, a resolution had been adopted in the Senate calling for another committee, composed of one member from each congressional district, which should take into consideration the expediency of enacting a law to aid in educating the orphans of soldiers at local high schools and academies in their respective counties and districts.

Objections were raised and it soon became evident

that the legislature was not ready to act with the Association in promoting this benevolent enterprise. According to Judge Cole many persons questioned the practicability of such an institution, for they believed that mothers would not consent to give up their children and that the money could not be raised by the private organization. Many less important reasons were offered by the opposition. In the end the legislature did not see its way to grant the small amount asked.

Realizing that voluntary subscriptions must be secured if the work was to go on, those in charge began an active canvass for funds through an extended correspondence conducted by the secretary, Miss Mary Shelton. This was a slow process, however, and since immediate action in opening the home was demanded, it was arranged to put an agent into the field to make a personal appeal to the people. For this work the organization employed Rev. P. P. Ingalls, who began his canvass in May, 1864, and did not cease his soliciting until the homes already established were finally adopted by the State. To his efforts, it has been said, the success of the undertaking was largely due.

By June, 1864, only \$800 had been pledged; but the people were becoming acquainted with the purpose and plans of the promoters so that it was thought safe to open the first home for the reception of soldiers' orphans. This was located at Farmington, Van Buren County, and was managed in the beginning by the executive committee of the Association.

Mrs. Charles B. Darwin, the chairman of this committee, took personal charge of the management — an arrangement which seems to have continued until sometime in 1865 when the increase in the number of children admitted required the appointment of a superintendent. John A. Parvin was selected to fill the position. When the Association held its second annual meeting in June, 1865, approximately \$30,000 was in the treasury, and nearly one hundred children were being cared for at Farmington. In the beginning, a matron, a teacher, a seamstress, a nurse, a steward, a housekeeper, a cook, and a washerwoman were employed. At the same time the older children were required to help about the premises in various duties, one object being the formation of "habits of industry." Six months after the opening of the home it was reported that the "interest manifested in every part of the State, is ardent and unabated. A single call for Christmas gifts brought them in profusion."

It was soon apparent that the Association had assumed a great burden in undertaking to provide for all who might seek admission to the home already in operation, and measures were at once taken to hasten the collection of funds. For this purpose a fair was held at Marshalltown in August, 1865. On such occasions — which were not uncommon during the war — all sorts of contributed articles were offered for sale; even the "merchants and others of Chicago and St. Louis" sent aid. It so happened that the "Northwestern Sanitary Fair" held at

Chicago finding that all its resources were not needed for its purposes returned to the Iowa fair some four thousand dollars that had been contributed by citizens of this State. All this helped to increase the capital of the Orphans' Home. The cash proceeds of the Marshalltown fair amounted to \$17,290, while a large quantity of household articles and clothing was used in providing for the needs of the institution.

Because of the crowded condition of the home already established and in order to accommodate another section of the State it was arranged that a similar home should be opened in August, 1865, at Cedar Falls. A building was leased for three years and children for whom applications had already been made at Farmington were admitted. Accommodations for one hundred and fifty orphans were available at Cedar Falls; but the home was soon crowded with two hundred, and it was clear that the situation must be remedied. The purchase of additional property which would allow the admission of not less than three hundred children was, therefore, recommended. In the meantime, the home at Farmington had received assistance through a donation of furnishings by the Federal government. This gift was secured from Secretary of War Edwin M. Stanton, through the influence of the executive committee, aided by Judge Ralph P. Lowe and Dr. Taylor of Keokuk.

By September, 1865, both homes were full and accommodations were sought elsewhere. In this



emergency it was determined to send a personal representative to present the request, already made through correspondence, for the transfer of Camp Kinsman at Davenport to the Orphans' Home Association. The camp was actually in use at this time as a center for the assembling and discharging of troops, but no other location seemed so suitable for the purposes of the Association. It was arranged, therefore, to send Mrs. Annie Wittenmyer to Washington to secure this government property if possible. She succeeded and the camp was taken over at a stipulated rental with the understanding that all reasonable efforts would be made to obtain the grant of the property by Congress. This was accomplished later through the work of the Iowa delegation in Congress. Hiram Price in the House of Representatives and James W. Grimes in the Senate were especially active in the work. When the property was received, however, it was in such need of repair that funds up to \$10,000 were asked from citizens of Davenport: the response was a subscription list for \$11,000. In November, 1865, the home was transferred from Farmington to Davenport, and Rufus Hubbard, formerly superintendent of the city schools of Keokuk, who had some experience in connection with a reformatory for boys in Cincinnati, assumed charge of the institution.<sup>56</sup>

Prior to the favorable action taken by the General Assembly in 1866 a joint committee was instructed to visit the homes at Cedar Falls and at Davenport in order to report their condition to the two houses.

Their report gave some interesting information concerning the orphans' homes. The home at Cedar Falls had opened in September, 1865, with five orphans and at the time of the visit in February, 1866, one hundred and two children were housed there in a building originally designed for a hotel. It had been furnished partly by the Association and partly by the "Ladies' Aid Societies of Black Hawk and surrounding counties", but much of the furnishings had once belonged to the Federal government. The rules provided that children from two to sixteen years of age might be admitted, but some exceptions were made if a child had lost both parents. Citizens of the community, the committee reported, were sympathetic and desirous that the institution should remain at Cedar Falls. Moreover, applications were coming in so rapidly that the home would be filled to its full capacity within a few months. An "excellent school" was already in operation in connection with the home and all children of the proper age were required to attend not only the day sessions but also "Sabbath School and Church."

At Davenport, it was found that Camp Kinsman included eighteen or more buildings — cottages they were called — besides twenty-four "well built and capacious" structures formerly used as stables, which the visiting committee considered could be fitted up for cottages should the demand require it. The old drill room had been put in repair for a dining room where all the children and cottage managers took their meals together. Thirty-three acres

of land were included within the grounds. In connection with this home there was also a school of four rooms in one building where competent teachers were in charge. Of the three hundred and thirty-one boys and girls in the home only thirty-eight were over thirteen years of age, sixty-three were between ten and thirteen, and the other two hundred and thirty were under ten. It was estimated that within a year there would be at least six hundred children in the two homes which were being supported wholly by private subscription — although it was certain that they could not be maintained by this method for more than another year.

In this emergency it was clear that the enterprise would fail unless the State assumed some responsibility. After careful investigation, the members of the committee reported that they were in favor of conferring with a similar body appointed for that purpose by the corporation managing the institutions. The judges of the Supreme Court and Judge W. G. Woodward constituted the committee chosen by the Association, and they were empowered to meet all reasonable requirements of the legislature in transferring the management to the State. The joint committee also recommended that if an appropriation was made by the General Assembly no part of the fund should be used until the Association formally and officially accepted the conditions prescribed. Finally, the legislative committee declared that the "Iowa Soldiers' Orphans' Home" was in good hands, that it had been economically managed,

and that its originators who were then in charge had "proved themselves among the dearest and truest friends of humanity, and have enshrined their memories in the hearts of all the true friends of the soldiers throughout our State."

In accordance with the recommendations of this committee the Eleventh General Assembly provided for a general tax of not more than three-eighths of a mill and the appointment of a board of trustees to take over the orphans' homes already established as soon as the corporation or association then controlling them should comply with the conditions of the act — a limit of four months being allowed for this readjustment. All property, without reservation or condition, must be transferred to the State at the time the new board took charge, but this change was not to be made until the president of the Orphans' Home Association should announce its readiness to conform to the provisions of the law.

Although the president of the Association did not believe that the homes could be managed successfully as State institutions without the coöperation of the "patriotic and benevolent", yet, because he believed that the "inconsiderateness of the legislative action" might be corrected by persons already interested, he recommended the transfer of the property, then valued at more than \$150,000, as required by the law. As a means of correcting what seemed to be an error of the legislature it was suggested that the Association select for its president the president of the new State Board of Trustees; and further, that the trus-

tees chosen from the respective congressional districts be made trustees of the Association and that a second trustee be elected for each district. By this arrangement the elements of State and private management would be united. Moreover, such coöperation was deemed essential to provide sufficient support, since it was clearly impossible to maintain the institutions on the amount appropriated by the State.

About this time the executive committee of the Association had under consideration the establishment of a third home on the "Missouri Slope", since the other two would be needed for the orphans in their respective sections, and justice seemed to demand the location of a branch in the western part of the State. In March, 1866, therefore, a committee was named to select a site for a third home.

By action of the Orphans' Home Association on June 6, 1866, President Chester C. Cole was instructed to transfer the property and money in possession of its treasurer, B. F. Allen, to the Board of Trustees of the Iowa Soldiers' Orphans' Home in accordance with the law approved on March 31, 1866. No objections to this action were recorded and in order to carry out the suggestions mentioned above, six trustees of the Association, in addition to those chosen for the State, were elected, through whom it was hoped to continue its effective organization. On June 9, 1866, the formal transfer was made at the Davenport home where the trustees held their first meeting, which was called by the chairman,

John A. Parvin. Before adjournment this board appealed to the Association to assist in providing clothing and supplies in order to "make up the deficiency", and thus the two interests were harmoniously combined.<sup>57</sup>

The third institution which was provided to care for soldiers' orphans in the western section of the State was opened at Glenwood in November, 1866. To secure the location the people of Mills County had donated fifteen acres adjoining the town and had subscribed \$1000 to purchase a building which would accommodate the institution. During the year 1866-1867 about eight hundred children were cared for at the three homes — a number which was expected to increase if satisfactory conditions were maintained. In order that permanent plans might be made the trustees asked the General Assembly for \$25,000 to provide a building at Cedar Falls where citizens had secured twenty acres of land and had offered to secure twenty more if the appropriation should be made. Indeed, the support fund had proved so insufficient that an increase was very necessary and the institutions would have been unable to care for those in their charge had the private assistance failed.

At this time also it was considered advisable to introduce "suitable mechanical employments" for which instructors and tools must be provided. This would require an initial outlay, but it was hoped that after their organization such departments would become self-supporting if not profitable. The

schools at Cedar Falls and Davenport were prosperous, but better buildings were needed in which the instruction should be the very best obtainable. Moreover, the law should specify whether the children in these schools were entitled to their share in the annual apportionment of the school fund.

Four hundred and fifty children were enrolled in the classes at the Davenport institution and seven teachers were employed. Two daily sessions of three hours each were maintained for all but the smaller children; while for the more advanced classes a study hour, from five to six o'clock in the morning, was added. The tasks connected with the domestic departments were assigned to the more mature girls and boys. At the same time the making of clothing, caps, and summer hats for girls at the home not only furnished employment but also provided nearly all the necessary garments of this kind. This work was performed outside of school hours and under the direction of persons competent to instruct.

By November, 1867, there were two hundred and eighty children in the home at Cedar Falls. Two hundred and twenty had been admitted since June, 1866, at which time the enrollment had been one hundred and eighty. During this period one hundred and twenty had been discharged or removed — from this one may understand the great irregularity of attendance. The school was organized into three departments — a primary with one hundred pupils, intermediate, and higher — all taught by three teach-

ers. Apparently many of the children were below school age. Since it required seven or more ward managers, as they were called, to supervise the different sections into which the large family was divided, the number of teachers does not reveal all the agencies of instruction. Indeed, not less than thirty persons were employed about the institution. Furthermore, attention was directed to the fact that the building was cleaned every morning before school hours by the girls, while some were assigned to other duties such as sewing and mending.

At about this time, J. B. Abbott, the superintendent at Cedar Falls, recommended that not less than one hundred and sixty acres of land should be purchased to provide work for the boys and also to enable the institution to furnish its own supplies. He had already demonstrated the possibilities of such a scheme by renting land some distance from the home from which a valuable crop had been derived. He also called attention to the fact that the nearly two cords of wood a day required to warm the old building was sawed, split, and distributed to the numerous stoves by the boys of the household. To guard the institution at night, lest any of the smaller ones should suffer discomfort or be endangered, a night watch detailed from a group of twenty boys was established.

The children in the Glenwood branch of the Orphans' Home at this time attended the public school of the town, for the building accommodations did not permit any other arrangement. Such an arrange-



ment was possible since there were but twenty-seven children in this branch in December, 1867, although it was estimated that more than one hundred would have been enrolled if means for their accommodations had been at hand. It appears that this home was poorly equipped because it was established after the war was over and had never been able to take advantage of the "enthusiasm inspired by the conflict, and which at that time secured liberal donations from the people." The community, it was declared, had "contributed nine-tenths of all the Home ever received" outside of the State appropriation for support. To depend upon subscriptions and private help was now a hopeless outlook and nothing but a direct appropriation from the State would enable this branch to perform the part expected. The committee sent from the legislature in February, 1868, recognized these facts and recommended an appropriation to erect buildings to accommodate not less than one hundred children and to provide a regular school for the younger pupils at the home, while the trustees were to be allowed to arrange for older pupils as they might deem best.<sup>58</sup>

In 1868 the General Assembly granted four specific requests: (1) the per capita monthly support fund was raised from eight and one-third to ten dollars; (2) \$12,000 was appropriated to improve the old Camp Kinsman buildings at Davenport; (3) \$25,000 was allowed for a building at Cedar Falls on condition that certain lands were donated; and (4), \$15,000 was granted on the same condition for im-

provements at Glenwood. Further legislation permitted any citizen of the State to adopt one of these orphans with the consent of parent or guardian and the approval of the Board of Trustees. But any child so adopted must be returned to the home from which it was taken on the order of the trustees whenever it was ascertained that it was not being properly treated and educated.<sup>59</sup> By such action the Commonwealth was committed to a more definite policy relative to its dependents.

## XI

### CONSOLIDATION OF THE THREE HOMES

Even before the new building at Cedar Falls was completed it had been occupied in October, 1869, by three hundred children, since the "dilapidated old buildings, with their dark and badly ventilated rooms" were no longer safely habitable. The system of wards already established was continued. Forty acres of land, thirty of which had been donated by citizens of the community in a most attractive location, constituted the home farm. Indeed, no more healthful site could have been found, although the lack of transportation facilities and certain municipal improvements involved some difficulties. It was anticipated that the boys would now have an opportunity for the cultivation and improvement of the land in connection with the home. At Glenwood similar improvements were being made, but these were less extensive since the structure was intended to accommodate no more than one hundred and twenty-five children.

The instruction of the children in the several homes was regarded as of first importance, and so the trustees in 1869 recommended the inspection of the schools and the examination of the teachers at the institutions by the Superintendent of Public

Instruction. Furthermore, in order to encourage the maintenance of uniformity with the public schools that official was asked to report the exact condition of the home schools to the trustees and to suggest ways and means for improving them. The trustees also suggested that the advantages of the "State University and the Agricultural College" should be extended to such pupils as were certified by the State Superintendent as properly qualified to enter either.

It will be observed that the plan of operation at the Davenport home, where the original equipment had produced the cottage system, was different from that at the other two homes. This plan, it was well known, was more expensive than the system of larger dormitories; nevertheless, it was considered much more desirable in establishing the proper home environment. It was generally recognized that definite employment for a portion of the day constituted a feature which could never be omitted with safety, and hence the suggestion by the officials that more land — always more land — should be acquired.

Attention was also directed to the advantages of growing a large part of the supplies for the institutions by using the labor of the boys. Under the conditions prevailing at the Davenport division all boys above the age of twelve were regularly detailed for some employment. For example, two each month were to assist the baker; two were employed about the kitchen; while others were assigned to carpenter work, to assist the shoemaker, to care for stock, and in general service on the small farm. All children

above six years attended the graded school of the institution two sessions each day for ten months of the year. That is to say, school attendance in such institutions was compulsory; while, at that time, the public school attendance varied with the whim of pupil or parent. Moreover, it is certain that training in moral and religious principles was receiving more attention than in the ordinary common schools.

The by-laws adopted by the Board of Trustees and in force in 1870 read: "All orphan children of Iowa soldiers, needing the benefits of this Home, shall be entitled to entire maintenance up to the age of sixteen"—a rule which was interpreted to include all who were "virtually orphans by the calamities of the war." Moreover, the same benefits were extended to "all orphan children of soldiers" who were "essentially identified with the citizenship of the State"; while soldiers' orphans over sixteen years of age might have a home at these institutions "by applying themselves diligently to the various industries" thereof. It was carefully explained, however, that all who had sufficient means of support in their own right, or whose parents were able to furnish support, would be refused admittance. The propriety of admitting a number who had become members of the home at Cedar Falls was questioned, but the visiting committee from the General Assembly in 1870, having duly investigated the matter, found no good reason for their exclusion.

It was about this time that Governor Merrill recommended a more strict interpretation of the law

governing admissions to these institutions and suggested that many should find homes in private families. Furthermore, it was his opinion that the homes at Cedar Falls and Glenwood should be discontinued at an early date and that all these institutions be consolidated at Davenport. He did not think that the State should abandon the care of soldiers' orphans — a work which it was the first to undertake — but he believed that it might be performed more economically and possibly to the better satisfaction of the people. But the visiting committees agreed with the Governor on neither proposition and insisted that the work being done at Cedar Falls and Glenwood precluded any such plan — at least at the time. Although only eighty children were in the Glenwood home its accessibility was a strong argument for its retention in that section of the State.<sup>60</sup>

By December 1, 1871, it was apparent that the enrollment of these three institutions had passed the highest point possible under the statutes by which they were regulated. The average at Davenport had fallen to three hundred and seventy-three, and five cottages were unoccupied. There were less than three hundred at Cedar Falls, and not one hundred at Glenwood; but this was quite enough for the accommodations available at the latter place. In his message for 1871 the Governor did not repeat his former recommendations relative to consolidation: he merely mentioned without comment the needs enumerated by the Board of Trustees. No notice-

able changes in the management or in the usual good order and healthful conditions at the homes had occurred since the report of 1869.

In 1873 a further loss in attendance was recorded. Only one hundred and fifty-four were cared for at Davenport, where four years before there had been an average of over five hundred. About two hundred and fifty remained at Cedar Falls; while at Glenwood a slight increase was reported. Although it is true that over nine hundred children had been in attendance at some time during the years 1871-1873, it was observed that at the close of the period there were about five hundred in the three homes. Altogether a few more than two thousand soldiers' orphans had been received since the organization of the first institution. It seems that the two institutions in the northern and western sections of the State maintained their quota longer than did the home at Davenport, since these regions were being settled from other Commonwealths and the territory from which the children came was large.

It was evident that one home would soon be sufficient to care for the orphans of soldiers, and so a discussion arose as to the selection of the one to be continued. From the reports of the trustees and the legislative visiting committee it is quite certain that the Cedar Falls site was regarded as the most desirable of the three, but it was generally conceded that when the consolidation should be made — which was inevitable — Davenport would be selected for the permanent institution since the equipment and

buildings at this place were the most valuable and commodious. Even in 1873 nine of the cottages were vacant.

The next step in the development of these institutions was suggested by the declaration of the officials at the close of 1873 that many applications for admission had been received from destitute orphans who could not be admitted under the limitations of the statute. To meet this situation it was suggested that the law should be changed to permit the institutions to care for destitute children, whether they were the orphans of soldiers or not, and thus save them from becoming candidates for the reform school. Such action would, of course, mean the establishment of a permanent home — a fact which had not been previously assumed — and would justify provision for “mechanical and manual labor pursuits”. The numerous applications, however, induced all three of the superintendents to recommend this change in the law regulating admissions, and in this recommendation the Board of Trustees concurred. Furthermore, the visiting committee from the General Assembly advised that the change be made.

At that time (1874) there were two hundred and sixty-one children at Cedar Falls and one hundred and forty-five at Davenport. The committee had again been instructed by the legislature to consider the expediency of consolidation — indeed, the members of the committee were directed to visit both homes for the specific purpose of deciding this ques-



tion. The committee, however, advised the temporary continuance of both homes. At the same time the advisability of maintaining the home at Glenwood was under consideration, with the result that its abandonment on or before May 1, 1875, was recommended. At that date only a few of those then enrolled would be entitled to further care and these could easily be transferred to one of the other homes. It was the opinion of the committee which submitted this report that a serious error had prevailed in the system of education since no definite provision had ever been made for training the children in some well established branch of industry which would enable them to become self-reliant citizens.

Something has already been said concerning the efforts to inculcate habits of industry through the performance of household duties and the small work about such institutions. But it is of some interest to examine the daily routine for one of the three homes. The following will serve as an illustration:

The children and cottage managers rise at five o'clock A. M. the year round. A part of the boys and girls then attend to the various duties assigned them at the cottages. The boys that work at the wood or on the grounds, and the girls that work in the kitchen, dining-hall, sewing-room, laundry, and elsewhere, read, study, or play till six o'clock, when a bell calls them to prepare for breakfast. As soon as breakfast is over, all the boys and girls that are old enough, go to their work, which lasts till 8:45, when they are called to the school-rooms. The hours for meals are 6:15 A. M., 12:15 P. M., and 6:15 P. M., except for a few weeks in the winter when breakfast is fifteen minutes later, and supper

thirty minutes earlier. School is in session for nine months in the year, and five hours a day (except on Sundays), commencing at 9 A. M. and 2 P. M., closing at 12 M. and 4 P. M. Immediately after school in the afternoon, work is resumed as in the morning, the girls at sewing, ironing, general housework, etc.; the boys at work in the garden, on the roads and lawns, and attending to the general chores, till the supper-bell calls them to assemble at their various cottages to prepare for the evening meal. After supper there is a general good time at play for an hour and a half in the summer, and half that time in the winter; after which all assemble in their several cottages at the ringing of the bell for evening devotions. After devotions, the younger children retire, and those in the advanced classes spend an hour at quiet study. After study hour, there is reading in the library-books, games, and a pleasant time generally, till nine o'clock, when all retire.

On Sabbath-days, breakfast and dinner are an hour later, and a luncheon of plain cake and cheese, with apples in their season, is sent to each cottage.

Religious services are held in the chapel on each Sabbath afternoon, conducted by the clergy of the city. Sabbath-school is held each Sabbath morning, and a children's prayer meeting each Tuesday evening in the chapel. Thanks are returned to the Giver of all things at each meal. A portion of scripture is read and prayer offered at each morning meal. The children sing before eating, except at noon. A diet list, revised three times a year to suit the seasons, guides the kitchen manager in preparing each meal. The food provided is of the best quality, but plain and wholesome; *fruit* and *vegetables* being *largely* supplied; *pies* and *cakes* *seldom*.

The children are thoroughly bathed and provided with

clean linen and bedding once each week, (and oftener when necessary,) and sleep in well-ventilated apartments.

The boys, when at work on the grounds, are in charge of the book-keeper. The girls are directed in their work by responsible persons, (under the supervision of the matron), who labor to teach them by precept and example to do everything well. Whether in the school-room or cottage, at work or at play, they are carefully watched over by some person who observes their conduct.

It was pointed out by Superintendent Henry F. Tucker of the home at Cedar Falls that there could be no better commentary upon the work of the system adopted than that of the subsequent record of those sent forth on arrival at the maximum age. For example, among ninety-five who had reported to him eighteen different occupations were represented, the greater number being engaged in farming or general housework. Not one who had been admitted had ever been sent to a reformatory and only one had been arrested for crime. For this reason he urged legislation which would extend the benefits of such homes to orphans who were not children of soldiers.<sup>61</sup>

During the legislative session of 1874 numerous petitions relative to this enlarged use of the homes were presented. At the same time an effort was made to provide for the immediate closing of the Glenwood division. It was proposed that the children be sent to their own homes at the expense of the State and that out of the State treasury each mother or guardian be paid eight dollars a month

for each child under fourteen years of age. A bill providing for consolidation was also under consideration, but the only legislation passed was a law granting certain appropriations and requiring that \$1200 of this fund should be used to introduce "such active industrial employments as shall be for the best interests of the children, looking to their welfare when they shall finally leave said homes." In their report made in 1875 the trustees declared that this subject had given them "a great deal of solicitude" and that, after "much thought", they had concluded to leave the money in the treasury and to submit their own opinions concerning the proposed action. They believed that the amount was too small to provide for the beginning of such instruction at the several homes and it would require many skilled instructors to teach the various trades in the three institutions even though the classes were small. Moreover, the trustees did not think it a good plan to commence this work at even one of the institutions unless it promised to become permanent.

As early as November, 1874, it became apparent that all was not going well at the Glenwood home, and following an investigation by the trustees it was decided to close the institution. And so about the end of January, 1875, fourteen children — all that were really entitled to remain — were removed to Davenport. The trustees believed that they had full power to carry out this plan of consolidation under the authority to administer these homes, and it seems that Governor Carpenter and the Attorney General

agreed with them. The equipment of the Glenwood plant was sold at public sale and the debt which had been contracted without the knowledge of the trustees was paid. Finally the real estate was leased for one year and the Orphans' Home at Glenwood was nothing but State property.

By the close of 1875 it was felt that one of the two remaining homes might be closed by 1877 and that it was the duty of the legislature meeting in 1876 to make some provision for the few soldiers' orphans remaining in which ever institution was to be closed. The occasion was propitious for the presentation of the claim of other indigent orphans and this the trustees did, asking for the same consideration for the "citizens' indigent orphan child, that was so beneficently extended to the soldiers' orphan." The bill introduced two years before as Senate File 140 was recommended for passage in 1876, since it was thought that its author, Senator Jeremiah H. Murphy of Scott County, intended it to apply to every poor orphan in the State.

During these years the industrial side of instruction was an unsettled problem. Opinions differed as to the amount of work which might be done, but Superintendent Tucker believed that "manufacturing beyond what might be done by the older children out of school hours" would prove impracticable during the regular term of school. Since boys left the home at sixteen years of age — before the usual time of apprenticing — he believed that they should expect to receive training in their chosen pursuits

outside of the institution. Any work which might be provided previous to their discharge should promote their physical development, as farming and gardening. A farm properly equipped, he asserted, would not only provide the requisite employment but it would likewise become a great source of revenue.

The academic instruction in these institutions did not extend beyond the ninth year of the public school course, which it appears to have followed. Mothers and guardians were informed at definite periods concerning the progress of the children, and on every fourth Friday the pupils were permitted to write personal letters of their own choice. Along with the formal instruction considerable opportunity was given for general reading. About one thousand volumes had been collected in the library at Cedar Falls and about thirteen hundred at Davenport. These books were purchased by funds granted from time to time by the legislature. It was estimated that not more than one hundred and twenty-five children would be in residence at Cedar Falls in 1876, and there were only one hundred and nine at Davenport when the report for 1875 was submitted. It seems, also, to have been the opinion of the legislators that by 1878 these institutions would have fulfilled the purpose for which they had been established. Accordingly, the committee which visited the homes in 1876 recommended their consolidation. Since the building at Cedar Falls could be better employed for some other purpose, the committee

suggested that the State remove the children from that place to Davenport where the equipment was sufficient for all. Another reason for the proposed transfer was the advantages of the cottage plan over the dormitory system of management.<sup>62</sup>

By 1876 the legislature was ready to adopt the suggestions made two or more years before and to enact a law admitting to the home at Davenport such indigent children as the trustees might consider proper subjects for such care. All soldiers' orphans then at Cedar Falls must first be provided for, however, before any others could be received. The new statute required the removal of the children then at Cedar Falls within ninety days after the taking effect of the act; and it so amended the provisions of the *Code of 1873* that the Board of Trustees would thereafter consist of three members chosen from the State at large instead of one from each county where the three institutions had been located and one from the State at large. The respective counties were required to pay the expenses of all children not soldiers' orphans cared for at the home, and it was made the duty of the trustees to require "regular employment of all children received into the home, in some useful industrial pursuit, in order to enable them to support themselves after their discharge from the home, and shall also provide for each child the means of obtaining a common school education."

In June, 1876, the home at Cedar Falls was closed and the real property was transferred to the trustees of the Normal School established that year.

Accordingly, one hundred and three children were added to the population of the one remaining home which was located at Davenport and which had then a total of two hundred and fifty. Forty-one indigent children were also admitted under the new law during the next year; but after the withdrawal of the soldiers' orphans who had reached the maximum age of sixteen, one hundred and eighty children remained in September, 1877. Eight years before the attendance at this one home had averaged over five hundred. Of the two hundred and four children at Cedar Falls at the beginning of 1875, one hundred and one were discharged prior to the removal. This suggests the rapidly lessening need of any institution for soldiers' orphans; but the removal of this limitation on admissions having assured the permanency of at least one such institution, agitation for improvements to replace the almost worn out buildings at Camp Kinsman was at once begun. At the same time attention was called to the fact that county supervisors by withholding their consent had prevented the admission of sixty children who had applied for admission.

The requirements of the law relative to industrial pursuits were met in part by the former regulations which assigned children to some set task each day and by the introduction of broom and brush making under an instructor. Six boys made twelve hundred brooms during the winter months. The older boys tilled the farm and garden; and from April 1st to October 1st it was the custom to keep these boys



from school. The change in the sources from which the children were received made some difference in the general health records of the home, and Dr. W. F. Peck, the home physician, declared that "judging from the physical appearance of those who are coming in under the re-organization, it is evident that the sick roll will be much larger than it has been since the establishment of the Home. The Soldiers' Orphans represented better constitutions than is shown by recent admissions." <sup>63</sup> Indeed, the remarkably low mortality record among the thousands of children first admitted had been the cause of much comment and congratulation.

## XII

### ENLARGING THE SCOPE OF THE HOME

Since Iowa was now committed to a definite policy in caring for its indigent orphan population it was clear that the indifference of county officials should not be permitted to interfere with the work. The statute gave the State authorities no power to compel the transfer of dependent children from county poor houses to the State institution, and many counties refused to send their orphan children to the State home chiefly because the \$100 which the county must pay annually for the support of each child looked large to some supervisors. It was estimated that there were probably one hundred children who were retained in local alms houses who should be under instruction at the Orphans' Home and the trustees declared that the State was confronted with a problem which it could not ignore. Moreover, to meet the plan of caring for dependent children the old barracks at Davenport would need to be replaced by new cottages. The trustees also recommended that the authority to determine what children ought to be sent to the State home from a county should be vested in the taxpayers and not in the supervisors. That is to say, when a certain number of taxpaying citizens petitioned the county board of supervisors

for the removal of children from a county home the board should have no option in the matter.

Of the one hundred and thirty children enrolled in 1879 ninety-two were soldiers' orphans. Sixty-two indigent children had been sent from twenty counties; and attention was called to the fact that the number of applications recently made was greater than at any like period during the previous five years. "Good homes", it was said, "are *readily* found for indigent orphans that have blue eyes, soft hair, sweet dispositions, and sound bodies and minds; but the dull, ill-favored, ill-tempered, indolent ones are not wanted, and are often sent to the poor-house". These were likely to constitute the class from which the population of the State institution would be drawn. It had been found that not one in ten of the children twelve or more years of age who had been county charges could read, and it was to prevent just such conditions that a change in the law was desired. A bill (House File 274) to remedy some of the existing difficulties was before the legislature in 1880, and the visiting committee which inspected the home approved the measure.<sup>64</sup>

Governor Gear in his biennial message of 1880 gave considerable attention to this question, declaring that there were many more children in the State who were in need of care than was commonly supposed. He advised that if the county officials persisted in confining children in the county poor house the legislature should prevent it. But the legislation in 1880 did not touch this phase of the work.

Provision was made, however, for eight new cottages to replace the old barracks, for an extension of the "mechanical and other industrial occupations" and for a school building.

By September, 1881, there was a further decrease of sixteen in the number of soldiers' orphans, leaving seventy-six, and an increase of fifty-five in the number of children cared for at the expense of the county. This brought the number of county charges up to ninety-three. As the number of soldiers' orphans grew less, the proportionate share of the cost borne by the State would of course diminish; and it was argued, therefore, that the Commonwealth could afford the money to complete the plant since it would soon be wholly relieved from charges for maintenance. It was observed that those admitted at the opening of the school year in September, 1881, were younger than those previously enrolled; and the fact that six soldiers' orphans and twelve county orphans constituted the admissions at that time will suggest the relative changes in these two groups.

Only two teachers were now employed for all of school age — those above six years. Sixty pupils were in charge of a single teacher, and the primary division attended in two sections — their sessions being short. For those above the primary grade five and one-half hours of school daily for five days of the week and nine months of the year were required.<sup>65</sup>

Again, in 1882, the request for legislation which

would bring about a more general compliance with the intent of the original law enlarging the powers of the trustees was denied. The granting of appropriations for more cottages, for a hospital building, and other items was the only legislation affecting the institution during this session. Governor Gear had repeated his recommendations of two years before and had submitted data to show the necessity of legislation which would compel the county authorities to send their orphans to the school. It was apparent that this whole problem would remain unsolved until the law of 1876 was amended. During the biennium from 1881 to 1883 twenty-two soldiers' orphans and one hundred and two county orphans had been admitted, but the total number of the former had been decreased by eight while the enrollment of the latter had been increased by fifty-two. The soldiers' orphans had come from families that had made every effort to keep them, but had finally been forced to ask for assistance under the statute passed long before.

During the first seven years that the law providing for the care of indigent orphans was in operation a total of two hundred and fifty children had been received from various counties. Of the fourteen hundred and fifty soldiers' orphans who had been cared for at this home only sixty-eight were present in 1883. At this time boys were not kept after they were fifteen years of age, nor girls after sixteen. In June, 1883, the institution had two hundred and eighteen present — one hundred and eleven boys and

one hundred and seven girls—but the following winter the number had increased to two hundred and forty, which was more than could be well accommodated. About this time attention was called to the fact that since this property had been taken over in 1865 the State had contributed only \$36,000 for buildings and land, and hence the trustees did not hesitate to ask for over \$60,000 for further improvements.<sup>66</sup>

Referring to this institution in his biennial message in 1886 Governor Sherman expressed the opinion that the “only proper place for orphan children was the Orphans’ Home”, and no children should be allowed in any county poor house. Under the authority of the State they would be “cared for, taught habits of industry, protected from evil influences, acquire an education sufficient for the ordinary business of life” and thus become fitted for good citizenship. He, therefore, approved the rather large request of the trustees, arguing that when the saving of these children from a possible criminal career was considered the expense to the State would be much less in preventing such a misfortune than in paying the costs of prosecution, not to mention the damage to the public which could in no way be measured.

In this connection the facts submitted by the home physician, Dr. Peck, in 1885 are of interest. The prediction which he had made soon after the admission of the first indigent or county orphans had apparently proved true, for he made the following

comment in his report: "the constitutions of the inmates are not comparable with those possessed by the occupants when only soldiers' orphans composed the membership of the Institution . . . there [is] a much larger number of imperfect bodies to be watched and cared for. There are many ailments of constitutional and hereditary origin receiving systematic treatment. The care which this class of children receives physically directs them for better citizenship. Had they remained in the county poor house, or under the unrestrictive and imperfect management of local boards of control, they would not only have personally suffered, but in many instances would have become influential factors in promoting degeneration of the race."

Although only forty-seven of the two hundred and eighty in the home at this time were from soldiers' families, only two deaths had occurred in the two years preceding — a record which the visiting committee of 1886 considered most remarkable and attributed largely to the skill of Dr. Peck. It was the opinion of the modest physician, however, that the principal factor was found in the plain food, regular hours, and properly enforced habits of hygiene which each inmate must follow.

The General Assembly of 1884 had been rather liberal in granting nearly \$60,000 for improvements, the whole amount being invested during the succeeding two years. A small amount of land for gardening had been added, although more was considered essential if boys were to be kept busy. The long-

desired industrial training, however, had not yet reached a point where trades could be taught. Consequently, the need of a building and of tools and the necessity for the employment of skilled mechanics as instructors were reiterated in 1883. Five teachers were now employed in the academic department, a kindergarten having been added.

At this time there were one hundred and fourteen children between the ages of three and ten years; and to meet the demand for the admission of those under two years of age it seemed imperative that a "nursery building" should be provided, and this was included in the budget for 1886. Although the legislature at this time did not so readily respond to the appeals for funds it is worthy of notice that the law of 1876 was so amended that applications for the admission of indigent children might be made to "any court of record or to any judge thereof". Thereafter, county supervisors could not prevent the transfer of children to the home.<sup>67</sup>

After nineteen years of continuous service Mr. and Mrs. S. W. Pierce retired from the offices of superintendent and matron. During this time nearly eighteen hundred children had come and gone as wards of the State under their care. For a brief period they were succeeded by others only to be recalled to fill an unexpired term of service until a permanent head could be secured. Nearly three hundred children were enrolled in 1887, forty-two of whom were orphans of soldiers; and the buildings, especially that used for the school, were over-



crowded. About the close of 1887 misfortune was experienced in the loss of the new main building by fire, and the Executive Council was called upon for immediate assistance. At least \$100,000, it was thought, would be needed to replace the building and provide for the other pressing needs of the institution, but the legislative visiting committee considered so great an expenditure beyond the ability of the State.

No new measures were suggested by the trustees or superintendent in 1887, but the visiting committee made two important recommendations. The first change suggested was an amendment to permit the State, upon the admission of children, "to find homes for and secure their adoption into good homes and families" when this could be done. An agent was to be employed to watch over their welfare. This method of caring for orphans would be less expensive, it was believed, than to maintain them for long periods in the State institution; at the same time, in the opinion of the committee it would offer a better training. In the second place, the committee recommended that authority to transfer the incorrigibles and depraved to the industrial schools should be granted to the trustees.

The emergency and general appropriations in 1888, amounting altogether to about \$30,000 were sufficient to meet the existing needs, although they were but a fraction of the estimates of the authorities. During the same year the constitution of the Board of Trustees was changed so that it should

“consist of three persons, one of whom shall be a woman, one of whom shall be a resident of Scott county and no two of whom shall be residents of the same congressional district”. The term of the trustees was fixed at six years, one member being elected by the General Assembly at each session.<sup>68</sup> By this act an entirely new body of administrators came into control of the institution.

### XIII

## GROWTH OF THE HOME

### 1890-1914

When the new Board of Trustees assumed authority they found the home without a permanent superintendent, inasmuch as Mr. Pierce was only temporarily in charge. J. R. Bowman was soon chosen to fill the position of superintendent, Mrs. Bowman becoming matron at the same time. Moreover, the records of the institution were largely destroyed by the fire, and considerable annoyance on that account was unavoidable. The enrollment had increased to three hundred and seventy, eighty-eight of whom were soldiers' orphans. The increase in this group, according to subsequent reports, was due to the discovery that many who had formerly been admitted as county charges really belonged in this class.

With the change in general control there was some revision of the regulations governing departments. For example, all persons employed as teachers were required to pass the same examinations and hold the same certificates as those employed in the common schools of the State. The school year was extended to forty weeks and every child above three years of age was required to attend school regularly. There was a kindergarten for the smaller children; and

none were detained to work during school hours. At the same time it was made the rule that every child over eight years of age must be employed at some suitable task when not in school. The latter rule was especially emphasized since it was considered important that each child should "form regular, systematic, industrious habits." Indeed, it had long been a troublesome problem to find employment about the institution for so many active children.

Following the suggestion of the visiting committee of 1888 some consideration was given to the plan for placing orphans in reputable homes, as permitted by the statute. It was asserted that no friendless child need be kept for years at public expense when many persons would gladly provide a home, education, and a training that would insure the ability to become self-supporting even if they were not willing to adopt the children. In other words, it was believed that the function of the State should be to receive homeless and neglected children and fit them for a normal household. Under this plan thirteen children had already found homes. The trustees also strongly urged that the placing of children in poorhouses should be forbidden by law. In 1890, after inspecting the home, the committee from the legislature not only approved of the home-finding activities already mentioned, but endorsed also the suggestion made two years before that authority should be granted to the trustees to find a home for any child admitted. The recommendations of the superintendent concerning the introduction of man-

ual training (the term was first used on this occasion) was not, however, endorsed by the committee, since the members were laboring under the common error of the time that great expense would be involved.<sup>69</sup>

During the biennium ending in 1891 more than one hundred and seventy soldiers' orphans were admitted and only eighty-eight county charges. Once more the burden of support was being shifted from the counties to the State. It was said that this result was brought about by more careful investigations which proved that a large number had formerly been sent by counties under the wrong classification. By 1891 the two groups in the institution were nearly equal—one hundred and ninety-eight soldiers' orphans and two hundred and two county children.

It appears that during this period the home-finding work had been continued through the unsatisfactory method of correspondence with officials who were charged with other functions; in many instances the information had not been sufficient to warrant the granting of requests for children. That more effective measures might be employed the trustees asked for funds to employ an agent who would not only make a personal investigation of the home in view but would also follow up the location of a child to see that the contracts were fully executed. According to the statute the consent of the parent or guardian was necessary prior to the placing of a child; and in the contract assurance

must be given that the child adopted would be treated kindly by his foster parents, be sent to school regularly not less than three months of the year, and be permitted and encouraged to attend church and Sabbath school.

Again, in 1893, the superintendent and matron resigned — a temporary appointment, being made until the places could be filled. And so three superintendents were in charge within a period of two years as had been the case four years before. During this biennium the institution lost its faithful physician, Dr. W. F. Peck, who had not only cared for the sick but also by his skill and watchfulness had prevented many epidemics. It was he who instituted and organized the hospital service which has since been maintained. The trustees recorded their appreciation of his services and at the same time directed their attention to the continuation of the work he had established.

Active interest was taken by the officers of the home in the discussion which had arisen relative to the desirability of amending the law requiring parental consent in the placing of children in homes so that full power would be given to the trustees to act without such permission. It was the opinion of the trustees that "any law that will take children from the custody of parents or guardians is of doubtful propriety, if not absolutely wrong." Furthermore, the enactment of such a law would make a fundamental change in the policy of the institution and would seem to treat poverty as a crime with the deprivation of control over children as a penalty.

As then operated the home received annually about one hundred and fifteen children with the consent of those in authority over them while the county children were subject to the order of the county supervisors or the courts. The average time spent in the institution was about three and one-half years — a period considered none too long to establish such habits as would be acceptable in the homes to which it was proposed to send the children. To attach the stigma of a penal nature to this institution which the suggested change in the statute implied was considered by the trustees as wholly inappropriate. It was apparent that the home-finding feature would increase the burdens of the officers, inasmuch as other applications from the same community usually followed when one child had been well placed. For this reason the need of an agent to assist in this work was emphasized. Such an officer was needed to make certain the character of the place to which a child was sent, for this was in the end a matter of economy to the State.

The course of study in the academic department was practically the same as that pursued in the public schools of Davenport for the first nine grades including the kindergarten. Pupils completing the work were admitted to any high school, and a few, it appears, did continue their studies after being discharged from the home. Every Board of Trustees had petitioned for further provision for industrial instruction, and an attempt was made to carry on this feature. In 1893 a cooking school for girls under the management of a competent teacher was

established — probably the second of the kind in the State. This, too, may have been the result of the successful inauguration of a similar course in the Davenport schools in 1888. But the situation demanded special accommodations for so large a class and hence the request of the authorities for not less than \$5000 for a building. Perhaps they accepted the judgment of Governor Larrabee, who in 1890 had endorsed the request of the trustees for this amount for a like purpose.<sup>70</sup>

This periodic appeal of the trustees was satisfied to some extent by the legislation of 1894, when the sum of \$3000 for an industrial building was included among the appropriations. The small amount compelled the construction of a frame building — which was regarded as temporary — but it permitted a partial realization of the plans of the trustees. The only extraordinary change during the two years from 1893 to 1895 was the introduction of military drill for boys from ten to fourteen years of age under an officer of the Iowa National Guard. There were in the institution one hundred and eighty-seven girls and two hundred and seventy-one boys in June, 1895; and about seventy-five of the boys were subject to military drill under this regulation. It should be noticed also that of the total, two hundred and forty-eight (more than one-half) were soldiers' orphans (the number had fallen once to about sixty) and two hundred and ten were supported by the counties. During the two years, two hundred and thirty-four had been admitted and one hundred and



eighty-nine discharged — many of these being placed in homes by order of the trustees.

In their final report in 1897 the Board of Trustees called attention to the fact that counties were sending children from seven to ten years of age to the reform schools — a practice which forced the State rather than the county to assume the support. Such children, it was believed, belonged in the Orphans' Home, and legislation was asked to correct this and other evils by empowering the board to protect children who had disreputable homes, for the institution was better prepared than at any time in its history to carry out the scheme of home-finding if local officials would coöperate.

About seven hundred and fifty children were enrolled during the previous two years — four hundred and eighty-seven being present in June, 1897. Of these two hundred and ninety-seven were soldiers' children — almost exactly the number enrolled twenty years before. The ages ranged from two to sixteen, one hundred and seventy-five being under ten years. Of the two hundred and thirty-two dismissed during the two years not one had gone out without having a home in view. Moreover, one hundred and eighty-four had been discharged before the age limit had been reached, and not more than one-fifth of those dismissed were retained the full period. In this connection attention may be called to the opinion expressed by Governor Horace Boies in 1892 that it was a great misfortune to any child to remain in a charitable institution of any kind after it was

“old enough to comprehend its dependence”, since “to grow into manhood or womanhood with the consciousness that they are public charges” was in his opinion a “life-long calamity to every child”. That this might be avoided he recommended more publicity concerning the children in the home and larger powers for its officials.<sup>71</sup>

The *Code of 1897* made extensive changes relative to the education and employment of the children in the Orphans' Home. It was required that each child be given a common school education, and regular employment in some “useful pursuit” must be furnished. Furthermore, the trustees and superintendent were required to assist in finding both a home and an occupation for the children leaving the institution. Under the earlier law the profits arising from the labor in the institution were to become the property of the home and be so accounted for by its officers; but the provision of the new Code concerning such fund read as follows: “Any profits arising from labor at the home shall be placed at interest in some savings bank, and each inmate paid, when discharged, in proportion as his or her labor contributed to the fund.” An amendment adopted the following year restored the name “Iowa Soldiers' Orphans' Home” as the official designation of the institution, and thus the term “indigent” which had been incorporated or adopted as a part of the title was eliminated. Furthermore, the age at which children must be discharged from the care of the home was raised from fifteen, the maximum

age fixed by the Code, to sixteen. And, finally, the newly organized Board of Control for State Institutions was authorized to take over the Iowa Soldiers' Orphans' Home.

Six hundred children were enrolled the year that this event occurred, and over seven hundred different names were recorded during the first two years under the new management although the average attendance was only four hundred and seventy-five. The decrease was almost wholly among the children of soldiers, whose number fell from two hundred and ninety-seven to two hundred and sixty. During the period two hundred and fifty-nine had found homes before or at the time of their discharge. At least seventy counties out of the ninety-nine in the State were represented in the home, but one hundred of the county charges came from five counties, indicating that a large number of counties were not taking full advantage of the provisions for the best care of their destitute children. At this time M. T. Gass, the superintendent, recommended that the State should assume the care of all destitute children. Or if this should seem too great an expenditure for the State, Mr. Gass suggested that it assume one-half of the expense and thus encourage the counties to send their orphan children to the State home by reducing the cost so that no child would be deprived of the home influences and subjected to the degrading surroundings of the county poorhouse because of the expense. This suggestion was incorporated in the law of 1904 which provided that one-half the

cost of maintaining a child at the institution or six dollars a month was to be contributed by the State and an equal amount by the county of which the child was a resident.<sup>72</sup>

In 1901 the Board of Control asked for authority to transfer all children under fifteen years from county poorhouses to the proper institutions under their management—a request which, if granted, would have solved some of the difficulties encountered in meeting the needs of dependent children. No important legislation was enacted, however, until 1904 when the often-repeated request for an agent to aid in home-finding was granted. It should have been recognized that one person could not do this work for three institutions, but the appointment of one agent proved to be the beginning of a more satisfactory method of control and supervision. The specific functions of the agent were to be prescribed by the Board of Control, but the law required they should include the finding of homes or occupations for orphan children who were or had been in the industrial schools or in the Orphans' Home. In 1906, however, the employment of another agent was authorized and the duties of both were more explicitly defined. This action hastened the placing of children in good homes, thus further reducing the enrollment of the Orphans' Home which was four hundred and forty-four in June, 1905.<sup>73</sup> The general appropriations for the home seem to have been somewhat more liberal after the Board of Control came into power.

At the close of the school year in 1906 the principal reported that the kindergarten classes included the children from two and one-half to five years of age; and since only fifteen children under three years were admitted during the two years previous, it is clear that there were very few in the home who were not under regular school instruction. As many as sixty were in attendance in single classes, the first six grades being especially crowded. Not more than twenty, however, completed the nine-year course and received the grammar school diploma each year. Although no special effort was made to prepare for the high school, those who entered were found to be able to carry the work. Mention was made also of the industrial occupations for girls which consisted of a variety of sewing in addition to the academic work. The income from the tailoring and dressmaking departments for the biennium ending in 1906 was nearly \$4000; and that from the farm and garden, worked largely by the boys, was nearly \$12,000. The agricultural training was made possible by the purchase of more land.

In 1906 the views expressed by a former Board of Trustees were embodied in an important statute which authorized the Board of Control to place children in good homes in certain instances without the consent of parents. By this law the Board of Control was authorized to contract for a child's adoption if it was abandoned or if the home surroundings were such as to be detrimental to the child. Furthermore, any interference on the part of parents

with such arrangements was prohibited, although at first no penalty was prescribed.

The results of this legislation may to some extent be seen in the work of the agent from July 1, 1906, to June 30, 1908. During this period one hundred and twenty-five children from the institution were placed in homes for the first time — eighty-seven with strangers and thirty-eight with relatives. Including those re-placed, because of unsatisfactory results of the first trial, over two hundred different cases were handled. Only six of the eighty-seven located among strangers had been adopted outright, although many were being sent to school and paid for work done. After some experience Miss Clare Lunbeck, the agent, recommended a change in the law in order to give the State "full guardianship and control of the children during their minority", and she urged that a penalty be imposed for any interference. Superintendent Frank J. Sessions suggested as model acts on this subject the recent laws of Michigan and Minnesota.

In June, 1908, there were two hundred and fourteen children in the home under nine years and two hundred and eighty-six over that age, but during the previous two years a total of nine hundred and sixty-five orphans had been cared for at the institution. Of these, two hundred and eighty-eight were soldiers' orphans, and six hundred and seventy-seven were county charges. The decrease in the average age from about eleven to nine and one-half necessitated a larger expenditure for attendants. Just at

this time, also the juvenile courts began to commit children to the institution with results that were said to be most satisfactory. Some changes, however, had become necessary; thus it had been found inadvisable to continue military drill on account of the increase in the proportion of young children. Indeed, a nursery seemed more in demand, although no children under one year of age could be admitted unless a change was made in the law. At the same time it was the intention of the authorities to place the very young children in homes as soon as possible.<sup>74</sup>

In 1904 the General Assembly gave juvenile courts authority to commit children brought before them to various institutions — among which was the Iowa Soldiers' Orphans' Home. The commitments under the juvenile court act produced a large increase in the number for which the home must provide. Within the two years 1908-1910 forty-four boys and fifty girls were sent to the Orphans' Home under the new law, so that the average enrollment had risen to nearly five hundred and fifty. School rooms were crowded, more help was necessary, and the increasing cost of maintenance due to the general rise in prices was apparent. Some advantage, however, was accruing from the labor of the boys, since the value of the farm products alone during this period amounted to nearly \$28,000. Altogether the industrial work about the institution was valued at about \$50,000. At the same time no estimate was put upon the value of the labor of children in the ordinary

work of administration, since the petty duties performed by a majority of the one thousand and seventy-five children who were present at some time during the two years could not well be itemized.

Of the total number of children, one hundred and ninety-eight were soldiers' orphans and eight hundred and seventy-seven county children. The situation demanded that the enrollment be limited to five hundred — the number for which accommodations were provided — or that the plant and equipment be increased. The Board of Control advocated the former plan and recommended that children whose parents were financially able to care for them should not be admitted. It appears that many cases were not sufficiently investigated, and parents sometimes shirked their responsibilities. The statute was indefinite in its wording and its construction had been liberal. Moreover, the change whereby counties paid only one-half the cost of support had encouraged imposition upon the State.

In 1911 the legislature yielded to the frequent suggestions relative to the control of inmates of this institution by amending the law to make "all children received into the soldiers' orphans' home" wards of the State. Such action, it was thought, would permit the Board of Control to secure homes for those admitted more rapidly, and would prevent any interference on the part of those unfit to exercise authority. This statute seemed to assume that all concerned would act discreetly and not abuse the power conferred. The superintendent declared,



however, that the act was ineffective, since it did not provide for the adoption of children without the consent of the parents as well as placing them in homes under contract, and it imposed no penalty for interference.

From the beginning all legislation concerning the institution had authorized the support of indigent children only; but under the juvenile court act it was clear that many might be committed who did not come under this classification. Moreover, there were some conflicts in the laws which needed correction, and attention was called to a change of name that would be advisable, inasmuch as within a short time few soldiers' orphans would remain. Even at the time of this report not more than twelve per cent were of this class including children of those who had served in the Civil War, in the Regular Army, and in the Spanish-American War. Accordingly, the "State Public School" — a title common to several States — was suggested.<sup>75</sup>

When the report was made in 1914 the institution had fifty-two soldiers' children and four hundred and seventy-eight county dependents. During the two years preceding, about nine hundred children had been in residence for some time. Of this number more than three hundred and twenty-five were juvenile court wards, and it was apparent that the original character of the Orphans' Home had almost entirely changed. When established as a refuge for soldiers' orphans in 1863 it was thought that its period of service would be limited; and this doubt-

less would have been the result had a change not been made in the purpose of the State whereby this institution became a clearing house for various classes of children which must have State care or become the flotsam and jetsam of the Commonwealth population.

To restrict the number admitted to the capacity of the institution has been the aim of the management in recent years, and it appears that a definite policy relative to shortening the institutional life has been adopted. This has become possible through the provision for additional agents who place the children in private homes and supervise their care and training. For all work of this character directed by the Board of Control four agents were authorized by the legislation of the Thirty-sixth General Assembly. And so, in the words written some twenty years ago, the Orphans' Home "is an everlasting procession of otherwise homeless and fatherless little girls and boys marching into a hospitable house provided by the state, there to be . . . taught, and supported until they can march out into places of honorable employment, and become self-supporting citizens."<sup>76</sup>

PART IV  
HISTORY OF THE REFORM (INDUS-  
TRIAL) SCHOOLS



## XIV

### AGITATION FOR A REFORM SCHOOL

It was at the third session of the Iowa State Teachers' Association, which met at Dubuque in April, 1857, that a reform school for the juvenile offenders of Iowa was first officially mentioned. On that occasion a committee, consisting of Christopher C. Nestlerode, James L. Enos, and Asa Horr, was appointed to memorialize the legislature relative to such an institution. A year later progress was reported to the Association in the following words: "We, your Committee, to whom was referred the subject of memorializing the Legislature of Iowa, would report that we have endeavored to discharge our duty. We prepared a memorial to the Legislature, enclosed it in a letter addressed to Messrs. Wright, Cat[t]ell and Lundy, members of that body, with a request that they would present it. A copy of the memorial we herewith submit. No answer has been received in relation to it."

The memorial called attention to the "unguarded and unprotected condition of many of the youths of this State, and the reckless manner in which some of them are living"—more especially in cities and towns which "abound with vagrants and truants of both sexes, who refuse to obey their parents or

have none, or worse than none to obey." The greater number of these young people, it was declared, were without employment, and destitute. They would not work and consequently they resorted to any method, however dishonest, to gain a livelihood. Their influence was bad, and they were the cause of heavy expenses to their communities. It was believed that something should be done at once not only to protect society but to reform these offenders. There was a chance that by the proper training many might become useful citizens; but if they were neglected there was great danger that the criminal class would be augmented and the care and expense to the State would be increased. For this reason the General Assembly was urged "to make the necessary arrangement for *establishing and carrying into operation* a Reform School for juvenile offenders." Such institutions were no longer experimental and it was believed that the time had arrived for one in Iowa. It would be a credit to the commonwealth to provide for the rescue of these delinquents by such means.

At the request of the committee, Representative Ed. Wright presented the memorial of the Teachers' Association to the House in January, 1858, and it was referred to the House committee on charitable institutions. It appears that some of the legislators were interested, for in February, 1858, Lincoln Clark introduced a bill to provide for the establishment of a State reform school. The bill never got beyond the select committee of four to whom it was referred. Apparently the introduction of this bill was not

known to the members of the committee from the Teachers' Association when they made their report in September, 1858.

In his biennial message of 1860 Governor Lowe took up the matter by pointing out that many States had already established reform schools, which were regarded as evidences of progress in civilization. It was estimated that not less than three-fourths of those who came under the influence of such institutions had been restored as "useful and honorable members" of society. The Governor called attention to the fact that during the previous three years not less than fifty youths between the ages of fourteen and twenty-one had been sent to the Iowa penitentiary, and he declared that approximately three-eighths of all the convictions in Iowa had been from boys of this class. Their proper place was in a reform school. It would be easy, he said, to show that the prosecution and maintenance of these fifty convicts had probably cost the State more than it would have paid to maintain an institution for their training. About this time Rev. Thomas E. Corkhill, an earnest advocate of the movement, sent to the Governor a summary of Iowa statistics bearing upon this subject which seems to have impressed the latter with the seriousness of the situation and caused him to urge the establishment of the proposed school.<sup>77</sup>

Early in the legislative session of 1860 the committee on charitable institutions was instructed to "inquire into the propriety of establishing in this

State, under the patronage thereof, a Reform School, for juvenile offenders", and to report by bill or otherwise. At the same time there seems to have been in the hands of this committee one or more petitions relative to the establishment of such an institution. The facts presented convinced the members that a school of this character would benefit both the State and those who were to be its pupils. Nevertheless, the old plea of poverty was raised against any immediate action; it was "inexpedient to establish one at the present time"; and the committee wished to be relieved from any further consideration of the matter.

In August of 1860 the committee of the Teachers' Association reported again as follows: "Your committee, appointed at the meeting at Dubuque in 1857, to memorialize the Legislature to establish a Reform School for juvenile offenders, ask permission again to report. We have memorialized, petitioned, and urged both the [State] Board of Education and the Legislature, at each of their meetings since appointment, for the consideration of the object designed, but have been unable to accomplish anything in behalf of the youthful offenders of our state. The committee believes that the Association should continue its efforts until a Reform School is established and in successful operation." And so, long before any law was passed authorizing such an institution, many men and women were convinced of its importance to the State.

But the Teachers' Association did not lose sight of



the cause; for, during 1867 or earlier, Superintendent Wells A. Bemis of the Davenport city schools, chairman of the Association's committee, collected from the judges of the Supreme Court, district judges, and district attorneys a large number of personal letters which were submitted to the legislature along with the statistical matter already referred to. In a general letter Judges Ralph P. Lowe, John F. Dillon, Chester C. Cole, and George G. Wright said: "We unite in the opinion that every dictate of humanity and State policy demands the establishment of a Reform School in our midst, where the vicious habits of juvenile offenders may be corrected, and their minds suitably affected by moral and religious culture . . . instructed in the useful arts, and trained to habits of industry. Manifold are the arguments in favor of such institutions, of which legislative bodies are not insensible." Similar opinions were expressed by District Judges Francis Springer, J. Scott Richman, James Rothrock, D. D. Chase, District Attorney James B. Weaver, and others of equal authority.<sup>78</sup>

In his biennial message of 1868 Governor Stone declared that "an examination of our criminal returns will reveal the melancholy fact that a very large and increasing proportion of those arraigned in our Courts . . . are persons of tender age". Furthermore, a large majority of these were either orphans compelled to provide their own support, or the children of improvident parents who neglected their children. His experience as a "ju-

dicial and executive officer" had convinced him that the best interests of the State and its citizenship, as well as the sound principles of economy and philanthropy, demanded an institution for the "instruction and reformation of juvenile offenders" that they might be kept out of the penitentiaries.

The success of the work in many other States induced the Governor to endorse the movement and to urge the General Assembly to provide for such an institution in Iowa. He suggested that a farm of from fifty to one hundred acres should be secured by purchase or donation at some convenient location, and an appropriation for equipment made without delay so that a school of this kind could be organized immediately. In an institution of this kind the industrial feature was always regarded as of first importance, since it was the aim of such an institution to prepare all who might be committed to it to earn an honest living. Governor Stone had this in mind when he said that with an income derived from these industrial operations the school would be largely, if not wholly, self-supporting.

Influenced by the decade of agitation, the petitions presented at the session, the array of evidence collected by the advocates of the measure, and doubtless by the actual results obtained in other States a bill to establish such a school was introduced in the Senate in 1868. Its promoters were men of prominence — for it was introduced by Senator John A. Parvin and supported by such members as William Larrabee, T. W. Woolson, and John R. Needham;

while in the House it was directed by Representatives Mark A. Dashiell, John A. Kasson, J. D. Hunter, Thomas B. Knapp, and others who were convinced that such an institution was a necessity. Matters had progressed far enough at this time to warrant the appointment of a standing committee on reform schools; thus the accumulation of evidence came before a recognized body of the legislature.

Among the most effective documents submitted was one by "Many Citizens of Iowa" which demonstrated actual prevailing conditions. It was shown that from 1857 to 1867 about thirty per cent of those confined in the penitentiary were minors — some as young as twelve years. The sentences ranged from ten days to life terms. In this exhibit only such as were of school age were included. It was also well known that many had escaped punishment or any attempt at correction because of the indisposition of magistrates to send children to the penitentiary. The question for decision was whether the State should spend money to reform these youths and restore them to society or to provide for their imprisonment without hope of improvement.<sup>79</sup>

By the act approved on March 31, 1868, a reform school was established for both boys and girls under eighteen years of age. While this bill was under discussion in the General Assembly amendments were proposed which would have raised the maximum age of commitment to twenty-one and retained all until "reasonable evidence of reform" had been manifested. As passed, however, the bill provided

that all persons under eighteen years of age who were found guilty of any crime, murder excepted, might be committed to the reform school and there retained until they had reached their majority. At the same time it was provided that by virtue of good conduct any youth might be discharged after one year in the institution. Among the reasons for which those committed might be discharged were binding out, complete reformation, or release under the statutory limits as to age. Such as proved incorrigible, or were dangerous and damaging to other inmates of the school, might eventually be returned to the county and through the regular course of trial be sent to prison. A release from the school, regularly granted, removed all the penalties which were incurred by conviction. Any parent or guardian was authorized to lodge with a court of record a complaint against a child "habitually vagrant or disorderly, or incorrigible", and this was sufficient cause for the commitment of such to the reform school, if in the opinion of the judge it was considered advisable. In such cases the parent or guardian must pay all the expenses of the commitment and the judge might also require the same parties to pay the cost of maintenance at the institution.

The government of the school was at first lodged in a Board of Trustees composed of one member from each congressional district, the term of service being six years. They were authorized to appoint officers and teachers, to provide employment and instruction for all committed to their charge, and to

see that strict discipline was maintained. The law specified instruction in "piety and morality, and in such branches of useful knowledge as are adapted to their age and capacity, and in some regular course of labor, either mechanical, manufacturing, or agricultural, as is best suited to their age, strength, disposition, and capacity, and as may seem best adapted to secure the reformation and future benefit of the boys and girls." This might be accomplished by binding out both boys and girls under the direction of the trustees if the parent or guardian gave consent. When this had been done under the usual form of indenture the trustees were authorized to see that the obligations were performed or order the return of the child to the school. The law also required that the superintendent of the institution should keep a register not only of the name and usual data relative to school children, but also of the "circumstances connected with the early history of each boy and girl, and shall add such facts as shall come to his knowledge" while the child was at the institution or afterwards.

Just before the bill was passed an amendment providing for the immediate opening of the school was adopted. This was possible only if suitable quarters could be leased, a possibility which had been duly investigated before this time by the committee of the two houses. Two offers had been made — both from Lee County — and the statute as finally enacted authorized the leasing of one of them, "White's Manual Labor Institute", for a period not to exceed

ten years. The trustees were instructed to prepare this institution for the immediate reception of juvenile offenders and as soon as it was ready to announce the fact. As soon as the institution was opened the trustees of the school and the warden of the penitentiary "in their discretion, upon the consent in writing" of any convicts of proper age, might remove them to the reform school. To be sure, this was only a temporary arrangement for the act implied that a permanent location was soon to be selected.<sup>80</sup>

A brief account of the "Institute" to which reference is made in this statute as the place where the reform school was to have its beginning may be proper in this connection. About 1850 Josiah White wished to found somewhere in the West a manual training or industrial school for "poor children, white, colored, and Indian", where they might receive an education according to the teachings of the Friends. With this in view he placed in his will provision for an endowment of \$40,000 for the purpose of founding two schools, and he named the Friends' Meeting of Indiana as the official executive of his wishes. Among the requirements of the legacy was the purchase of certain tracts of land in two States for which he was negotiating at the time the will was made. One of these tracts, comprising fourteen hundred and forty acres in the northwest corner of Lee County, Iowa, became the location of the institute mentioned in the law of 1868 establishing the reform school. Although the control of the

institute was at first vested in the hands of Indiana Friends it was transferred to the Iowa Friends in 1864, and at the time of the legislation under consideration the improvements which had been commenced some ten years before were being continued. The material and funds collected, valued at about \$11,000, were used in commencing a school building which had not been completed because the revenue from the farm was insufficient. After appealing to the Friends for additional aid, the offer to lease the property to the State was made to the legislature in 1868.

The memorial presented at that time and supported by numerous petitions states that the original \$20,000 donated for this school had been invested according to the will, one-half in the land and one-half in a school building which was still unfinished. Moreover, a debt of some \$2000 had been incurred, which, indeed, might be paid from the farm income; but it would be many years before such income would provide for the completion of the building and the equipment necessary to carry out the purpose of the donor. This included "a Nursery for the poor children of our State without regard to sect or color" where they might be educated, boarded, and clothed. Religious education rather than mere intellectual training was clearly the purpose, although such instruction was not to be confined to the teachings of the Friends. On the contrary, the most liberal construction had been put upon the interpretation of this provision. Accordingly, the

trustees deemed the request for State aid reasonable and justified because of the fearful revelation recently made concerning juvenile crime and the lack of the agencies of reformation. To carry out the design outlined the trustees of the institute asked the General Assembly for \$15,000 to be expended under the direction of the State — provided the conditions imposed did not conflict with the intent of Mr. White's will. And so it appears that at this opportune time an institution was almost ready to receive the delinquent youth of the State.

About the time this request was presented to the General Assembly a citizen of Lee County, H. W. Sample, offered to donate to the State for the use of a reform school a farm of one hundred and fifty acres — which is known as the "Solferino" or "Floyd Farm" in subsequent reports. In order to compare the advantages of these two possible sites the General Assembly instructed a joint committee to make a careful investigation of both. It happened that the duty was assigned to the committee which would be in that vicinity while making the usual inspection of the penitentiary. The verdict of this body was submitted on March 17, 1868: it favored the White farm, although the smaller tract had great advantages, being "delightfully situated on the bank of the Mississippi" only a mile from the village of Montrose and eight and one-half miles from Keokuk. Furthermore, it was accessible by rail as well as by water, and communication to nearly every part of the State would soon be assured. These apparent



advantages, however, were outweighed by an environment which the committee considered undesirable for such an institution as the State intended to establish. Besides, the land was not well adapted to farming — an essential feature, it was thought, in any site selected, since the employment of labor in this way would provide support; and the employment on the farm would be most desirable for the boys under training.

From this proposed location the attention of the General Assembly was directed to that of the White farm of fourteen hundred and forty acres. It was six miles from the village of Salem and about twelve miles from a railroad; but, as was pointed out, two projected railroads would soon provide direct transportation to the premises. If a desirable location was desired where boys would be surrounded by the least possible temptations, and where all the advantages of a good soil, market, and other favorable conditions were present, the White farm seemed to meet all the requirements. The feature which the committee emphasized was the distance from any town — except the village of Salem which, it is said, was “almost exclusively composed of members of the Society of Friends.” It seems to have been fortunate, also, that the estimates of the committee relative to the \$15,000 necessary to complete the improvements coincided exactly with those of the memorialists who had asked for aid. Thus the report of the committee, following their inspection of the inmates of the penitentiary at Fort Madison, was favorable

to an immediate opening of the reform school and the acceptance of the White farm for this purpose.<sup>81</sup>

It may be that the proximity of these sites to the penitentiary, in view of the expressed purpose of transferring certain of its inmates to the new institution, had some influence in the selection of the location. It is not now easy to understand the reason for the selection of a site where communication with all that seemed vital to the success of the movement was lacking, but that mistake was made in more than one instance when sites were sought for State institutions.

## XV

### OPENING A SCHOOL IN LEE COUNTY

The Twelfth General Assembly appropriated the \$15,000 requested by the trustees for the improvements required at the White farm and for the payment of the indebtedness of \$2500. The trustees of the Reform School had no choice as to the location of the institution, for the site was fixed by the law, but they were given authority to determine the length of the lease within a ten-year limit. Consequently they contracted for the entire period, with the stipulation that the lease could be terminated at any time by the action of the trustees. This action occurred at their first meeting at the White farm in April, 1868, when the board organized by selecting John A. Parvin, president, M. A. Dashiell, secretary, and I. T. Gibson, treasurer. By-laws were adopted and the business of completing the school building was begun. This work was done during the summer of 1868; so that late in September the board announced that the Reform School was ready to receive boys. Not until October 7th, however, did the first boy appear — having been sent from Jasper County.

Prior to this time Mr. and Mrs. Joseph McCarty had been appointed superintendent and matron respectively. The first announcement did not mention

girls, and it was evident that no provision had been made for their admission although the statute distinctly provided for them. With the limited funds, it had been impossible to prepare accommodations, but the family of the superintendent cared for one and thus, it may be said, the law was executed. The superintendent was instructed to employ a "blacksmith, a shoemaker, and a tailor" as soon as shops for them could be provided. This seems to have been done by locating two of the shops in one room of the main school building and restoring an old building to service as the smith shop. A few boys were immediately set to work as shoemakers and tailors, but the training in blacksmithing was somewhat delayed on account of the lack of room. In introducing these practical trades the authorities had in view not only the teaching of the handicraft, but also economy in administration; for the nearest point where a horse could be shod was some six miles distant.

It was fortunate that the Board of Trustees in those early days was composed of men who did not shrink from responsibility, for the work required personal attention without any compensation and even the pledging of personal credit to finance the institution. When the house had been furnished and the equipment of farm and home had been provided it was found that all the money had been used. Consequently the trustees had to decide whether they should close the institution and send the boys back to their respective counties and thus abandon the

movement, or assume the responsibility of securing funds on their own credit and so continue the work until the legislature met in 1870. The men in charge were not the kind to choose the former policy, and so they gave their personal notes for \$4000 payable on May 1, 1870. Moreover, the unpaid salaries due the superintendent and the matron and the debt incurred by the superintendent, who had assumed personal obligations on behalf of the institution, made a total indebtedness of nearly \$6000 which had accrued from July, 1868, to November 1, 1869. These claims would have to meet the critical examination of the Thirteenth General Assembly.

In the meantime the school was in operation. One of the difficulties encountered was the ease with which the inmates could escape. In spite of this situation only five of the forty-five boys committed to this institution during the first year succeeded in getting away. All along the board displayed a disposition to treat delinquents as liberally as possible and to exercise other and more wholesome means of control than "bolts and bars". "By too much severity", declared one writer, "the moral object of penal establishments is thus, in fact, defeated,—which should be not so much to punish as to reform—to receive boys idle and ill-intentioned, and return them to society, if possible, honest and industrious citizens." To accomplish this purpose the trustees asked the legislature of 1870 to provide a separate building where not more than fifty boys might live as a family, and also to equip shops where mechani-

cal trades might be taught. Good schools, teachers, and a library were also considered as important parts of the institution.

The first Board of Trustees was so optimistic as to believe that such a farm well improved and equipped would make the school almost, if not entirely, self-supporting. The results of the first year of the Iowa Reform School were indicative of the possibilities. The trustees had already begun the practice of paroling boys by instructing the superintendent to grant a "*leave absence* for three months" to each of five boys who had been at the school almost a year. If their deportment for that length of time should be blameless, they were promised a full discharge.

It seems to have been the intention of the authorities to return to their homes or friends — if they had any — all boys who made a good record for a year; and in case an inmate was entirely without friends to care for or direct him, an effort was to be made to find him a home until he had reached his majority, or he was permitted to remain in the institution under the usual regulations. It must not be concluded, however, that there were no penalties. On the contrary, it was the rule that for "willful disobedience, boys are required to take bread and water instead of their regular meals"; while "solitary confinement" might be imposed for an attempt to escape, or for violent opposition. The "use of the rod" and other violent and painful methods of chastisement were not in favor with the management,

milder means being considered more effective. Every effort was made to surround the boys with the proper guardians, and no employee was permitted about the institution whose influence was in any way known to be injurious. Home comforts were provided as far as means would allow, and employment for all was a necessary part of the daily routine. Each boy was required to work four hours and to attend school four hours, the remainder of the time being given up to recreation. Saturday afternoons seem to have been devoted to amusements and to a general preparation for Sunday.

School classes were organized in December, 1868, and regular instruction had been provided for about a year when the trustees submitted their first report. During the planting and harvest season, however, the activities had been interrupted for a short time. In order to facilitate the work, and doubtless also to economize, the school was divided into two groups; and classes were held for one of these sections in the morning and for the other in the afternoon. Many had never attended school and many others had not made the most of their opportunities so that for them truancy was the first step in crime. Nor is it difficult to appreciate the problems of the teacher in such an institution, or to understand the attitude that many of the boys assumed toward books and moral and religious instruction. At the same time some were not inclined toward agriculture—the chief occupation until industrial training was developed.

Contrary to the opinion of the gentlemen who first viewed the location of the school, the superintendent, after a year of experience, asserted that a more unfavorable site than this for such an institution could scarcely be found, situated as it was in a corner of the State and cut off from all communication and markets. Since it was to become a permanent institution, he believed that the center of the State was the proper place for its location. Moreover, the site should be near some railroad and good trading point, with wood, coal, stone, and water at hand; and the soil should be rich, so that a great variety of products could be grown. The first site had few of these advantages, for the nearest railroad was twelve or fourteen miles away and the nearest market sixteen miles. Building stone must be hauled four miles, wood six miles, and coal ten miles over sometimes impassable roads. In addition to these suggestions relative to material matters the superintendent proposed certain amendments to the organic act which he believed would benefit those who were committed to the school as well as those responsible for its management. Boys over sixteen years of age who were guilty of penitentiary offenses should be excluded or be given an "*alternate sentence*" conditioned upon good conduct at the Reform School. During the first year the institution had been compelled to admit a number of youths above eighteen and possibly some who were over twenty-one; and these were the individuals who had caused the most trouble.

Furthermore, the superintendent advised that the



law should be so changed as to prohibit the courts from sending to the school delinquents whose mental or bodily infirmities would interfere with the work to be accomplished. As matters stood the school authorities were forced to admit any persons that the courts might send "irrespective of age, or of mental or physical condition", with results that in some cases were sadly demoralizing. A physical examination of every individual committed to the school previous to his reception should be required by law. Moreover, negligence in administering the law had frequently resulted in the confinement of boys in ordinary jails for long periods before they could appear before any court and be committed to the institution. These faults, it was urged, should be remedied by suitable legislation at the approaching session of the legislature in 1870.<sup>82</sup>

The committee which reported to the General Assembly in 1870 on the condition of the Reform School concurred in these suggestions, in so far as to recommend legislation that would make the school "in the highest degree successful"; but the members advised against spending any more money on premises which were neither suitably located nor the permanent property of the State. Although the school had been as well managed as it could be under the conditions, it seemed imperative that a central location should be selected at once and a complete equipment in buildings and furnishings provided. The personal services of the trustees were recognized in the recommendation that the legislature should immediately appropriate funds to release the institu-

tion from debt, and that the board should not be subjected to such annoyances in the future. The visitors were satisfied that the boys were well cared for and that they were "under the influence of wholesome restraint and proper education."

Governor Merrill also opposed any further improvements at the White farm. He recommended some new location where at least a section of land would be available and where an industrial department could soon provide self-support for the institution. It was the Governor, moreover, who proposed the use of the building at the White farm for the girls' department as soon as the new location for boys had been prepared and suggested that women should supervise the training of the girls. If the institution had not met the expectations of its promoters, the Governor believed that this was largely due to its unfortunate location and lack of accessibility. These disadvantages should be avoided in the future and the work should not be allowed to lapse in any way.<sup>83</sup>

The Thirteenth General Assembly, however, was not convinced that the removal of the institution should be provided for at once; but it accepted the recommendations relative to appropriations for the support of the school and the payment of outstanding obligations. Time must always be allowed, it appears, for the consideration of a proposition which, although perfectly obvious to those immediately concerned, is quite removed from the concern of people generally. And so the Reform School remained at the White farm, while the process of edu-

cating the public and the legislature was continued.

Although some persons had opposed the establishment of such an institution and many of its friends had been discouraged, it had so demonstrated its usefulness by the close of 1871 that even its opponents had become convinced of its value. It appears that the principle involved in the policy of the management whereby "bolts and bars" were not employed about the premises was not understood. Indeed, it was prophesied that the plan would fail, and the history of the first year gave the critics some reason to believe that they were right. The authorities, however, persisted in their original purpose, and the record at the time of the next review of the situation revealed results that warranted a more hopeful conclusion. The honor system led the members of the school generally to appreciate their environment, and not one had escaped during the year for which the report was made. To be sure, some hardened criminals who were not eligible had been sent to the Reform School, and these furnished conspicuous cases for citation in condemning the charitable scheme of control.

The farm which was operated in connection with the school furnished both employment and revenue, although only three hundred acres of the fourteen hundred and forty acre farm were cultivated by the institution. In 1871 the value of the crops raised amounted to \$4700. The equipment in teams and tools needed to carry on this work on a larger scale was lacking and as a result land which would have produced fair returns was leased to tenants at a

small rental. The whole farm, indeed, could have been operated to great advantage had there been a definite plan for the future of the school. The industrial work had been carried on in shops located in the attic and basement of the school proper as well as in old discarded buildings erected on the farm long before the State took possession. In 1871 instruction was attempted in shoemaking, harness-making, tailoring, blacksmithing, broom-making, carpentering, baking, and general work.

In October, 1870, the trustees announced that no more boys could be admitted on account of the crowded condition of the building; and this order was in force until room became available through the discharge of a number of the boys. The same action was recommended on another occasion. The superintendent and the trustees again advised the transfer of the whole school to a new location. It was evident that the legislature would not consent to improve the property then occupied since it could in no event become the property of the State and an early selection of a permanent site seemed most desirable. As the institution was then operated boys were frequently discharged before they had gained the maximum benefit from the training. This was necessary because of the lack of room and the commitment of new boys.

The law provided for the admission of girls to the Reform School, but it had been impossible to carry out these provisions and no efforts could be made to do so until the necessary buildings were provided. Only four girls had been received up to this time

and these had been cared for as members of the immediate family of the superintendent for short periods only.<sup>84</sup>

Governor Merrill endorsed these recommendations in his message in 1872, and a second time urged action on the part of the legislature. Further emphasis was given by the visiting committee of that year which declared that "the institution is one of vital importance to the State; that while its beneficial effects are already felt in a large degree, we are fully persuaded that its influence for good has only begun." The trustees, the committee advised, should be authorized to purchase land for a permanent location, while the immediate demands of the institution should be met. The General Assembly responded by passing an act permanently establishing the institution. The board was instructed to seek a location that would satisfy "all probable demands". It was further specified that the site must be in a healthful place where building material and fuel were abundant and cheap; and it must be accessible from all sections of the State. To carry out this design \$45,000 was appropriated. Furthermore, it was provided that the school at the White farm should become available for girls as soon as the boys were transferred to the new farm, and \$5000 was appropriated for the maintenance of the girls' department.<sup>85</sup> Thus the legislature enacted into law many of the suggestions of the Governor, the committee from the legislature, the trustees, and the superintendent of the school.

## XVI

### DIFFICULTIES IN ADMINISTRATION

Among the other acts of legislation relative to the Reform School in 1872 was one which reduced the number of trustees to five and provided that no two should be chosen from the same congressional district. Since this law became effective in May, 1872, the duty of selecting the permanent location of the institution fell upon the new board. As usual many towns desired the institution and offers were formally made by many communities. The board visited Des Moines, Ottumwa, Oskaloosa, Muscatine, and Eldora. After the personal inspection of lands offered, the site at Eldora was finally accepted. This location contained four hundred acres of fine prairie land and forty acres of timber. Furthermore, among other inducements the Iowa Central Railroad agreed to carry all freight and passengers to and from the school at half the usual rates. Having determined upon a location, three of the trustees visited the reform schools of Ohio, Indiana, and Illinois to learn of their plans and equipment.

With the knowledge thus acquired to direct them, the trustees constructed two buildings: one to serve the general purposes of shop, dining hall, and school room; and the other to furnish the sleeping quarters.

Although these buildings had not yet been completed, the school was moved to the new home in the spring of 1873 in order that the land might be prepared in time to plant the crops. A supervisor and five boys came in advance of the main body to prepare for the reception of the entire school. Although one hundred and fifty miles from the Reform School, these boys violated no regulations of the institution. Indeed, their behavior was so satisfactory that it was commented upon months afterward. The prairie farm was, of course, entirely unimproved — except for the buildings already begun — when the boys were moved from the White farm, and hence their occupation during the summer of 1873 was fairly well provided for in “fence-building, breaking prairie, gardening, farming, grading around buildings, working on roads, constructing drains, erecting buildings” — all the forms of labor connected with a new farm. Before the end of the year some progress had been made toward shop work to keep the boys employed during the winter when there were fewer opportunities for employment about the farm.

As soon as the boys had been removed from the White farm the trustees arranged to carry out the provisions of the law relative to the school for girls. L. D. Lewelling was placed in charge of the girls, serving under the direction of the superintendent of the Reform School at Eldora. By November, 1873, eleven girls had been committed to the school, while one hundred and forty-five were enrolled in the boys' department. It was soon recognized that

there were some disadvantages in conducting the two departments so far apart, although it was asserted that they could not be combined in a single institution. Nevertheless it was felt that there might be some mutual assistance, since the industrial work of each department was different. In 1873 attention was called to the fact that eighty acres of the land donated to the boys' department was some distance from the main farm, and it was suggested that this tract would be suitable for the girls' department when the lease on the White farm should expire, as it would in 1878, but this plan of consolidation had been given up before the lease expired.

The transfer to the new site did not materially change the daily routine of the boys in regard to school and work, except that in some cases the hours of work were lengthened. The new location promised to produce a more effective organization, it being felt that the "location, grounds, buildings, and method of culture and discipline were nowhere surpassed". The fact that the year before the removal five hundred and fifty acres of the White farm had been cultivated by the boys showed that much in the way of agriculture could be accomplished by the large force of workers. The new farm was all to be brought under the plow, but during the first year little more could be done than to turn the sod and plant eighty acres to sod corn and about forty acres to potatoes, beans, and other vegetables.

All this was most promising, but new equipment of all kinds was needed to meet the demands of the in-



stitution. Although the second family building was nearly completed by the end of 1873, it was foreseen that more room would soon be necessary. The farm also would soon be too small, for it had already been proposed that the entire original half section should be used for purposes other than the raising of crops. Another half section would not be too much; and since the citizens of Eldora had been so liberal, it was felt that the State could well afford this investment. The suggestion was timely, for the land in question adjoined the original tract and could never again be so readily secured. This was the view also of the legislative committee which visited both departments.

As already indicated the two departments were under the supervision of Mr. McCarty who had an assistant at the White farm. It was the duty of Superintendent McCarty to visit the department for girls in Lee County once each quarter, to inspect the management and attend to the business connected with the farm. At Eldora he assumed the immediate direction of the farm labor and the teachers — both academic and industrial. He was also responsible for the records of admissions, the accounts of the institution, and the general correspondence. At the same time he acted as the secretary of the executive committee of the board; met the officers and employees in regular conferences once each month; enforced the rules of the trustees; and, when not otherwise engaged, labored with a class of boys upon the farm as all employees, including the

academic school teachers, were required to do. In this connection it should be understood that the work of such an institution demanded the attention of the employees for seven days in the week, and that upon the faithfulness and personality of the supervisors and assistants depended to a large degree the success of the institution. It is noteworthy that some who were put into responsible positions thus early in the history of the school had been trained in its classes.<sup>86</sup>

In 1874 Governor Carpenter declared that the progress of the reformatory work in both branches of the institution was creditable to the management and a vindication of the theory that the protection of the community might be coupled with the reformation of offenders. The Governor had made a personal inspection of the boys department, and in his biennial message he declared that in his opinion no better location could have been found. He, therefore, supported the officers in their recommendation for more land. The legislature granted funds for this purpose as well as for additional family accommodations at the boys' department. At the same time the per capita plan of support was adopted, and ten dollars a month for each person was appropriated. For the first time provision was made by the State for library facilities for the boys, although donations had previously been received from private sources.

In the fall of 1875 the problem of a permanent establishment for the girls' department was troubling the trustees, for it was expected that the quar-

ters then occupied would be vacated in 1878. The possibility of combining the two departments at Eldora was no longer favored by the authorities: indeed, the complete separation of the two schools was now advocated, although the board was willing to attempt a solution of the matter by providing a home for the girls at the Eldora farm at some distance from the boys' department. If this plan should not be adopted, it was suggested that the girls might be brought from the White farm and cared for temporarily, under the eyes of the matron, in the building first erected on the new farm and designed for a shop. This would necessitate a new building for general purposes—much needed at all events—but it would avoid the construction, for some time at least, of a building expressly for the girls. This recommendation, which was approved by the Governor, had unfortunate results—although through its adoption the expenditure for buildings was reduced below the first estimate of \$75,000.

Because of certain criticism it became advisable to make a thorough investigation of the Reform School management in 1875. The initiative in the matter seems to have been taken by the trustees, who requested Governor Carpenter to appoint a commission to act with them. Accordingly, he named William H. Leas, Mrs. Deborah Cattell, and Augustus C. Dodge, who were engaged in this work for about one hundred days. A hundred or more witnesses were examined, with the result that the superintendent, who had been suspended during the investiga-

tion, was reinstated only to submit his resignation immediately thereafter. This affair was described by the trustees as "one of the most severe ordeals that any State institution ever endured." It is difficult to determine the real cause of the disturbance, although the Governor assigned as the chief factor in causing trouble the practice of sending to the institution boys "who were too old in years and crime for its discipline". At this time he suggested an "intermediate prison", which, if at hand, would have prevented the difficulty at the Reform School. The suggestion, however, was not acted upon for several years.

The trustees stood their ground on the theory which had been a controlling feature in all their disciplinary procedure: they still believed that "bolts, bars, and corporal punishment may produce fear and command obedience; but never confidence, respect and love". It was true that the history of such schools revealed that some methods of punishment had been practiced in extreme cases, but the officers of the Iowa institution were desirous of dispensing if possible with all forms of punishment. Since the boys sent to the Reform School had, for the most part, never known real friends, a real home, and what it meant to be trusted, and had believed that every one was against them, the trustees insisted that it was not strange that they manifested a disposition to break the law. On the whole question, public opinion seemed to be divided.

Charles Johnson succeeded to the superintendency

in September, 1875. There were then one hundred and thirty-five boys and thirty girls in the respective departments. For the biennial period one hundred and sixty-six boys had been received and one hundred and forty-six released; while thirty girls had been admitted during the same period and eleven released. Twenty-nine boys had escaped during these two years; and this unusually large number suggests one of the probable reasons for the complaints prior to the change in supervision. Moreover, forty-two of the boys committed during this period were from seventeen to twenty-one years of age — which may explain the Governor's view of the disturbance and his proposed remedy therefor. Since all were required to attend the academic classes for a part of the day it can be readily understood that the instruction of the more mature group was no easy task. Indeed, to succeed with such classes a teacher "must be apt and devoted to his work", and much care must be exercised in selecting instructors. The problem of retaining experienced and trained assistants in this department through substantial remuneration was brought forward in 1876, for under ordinary conditions teachers suited to the best city schools would not accept such work. The necessity for teachers with strong and attractive personalities may be easily understood.

While inspecting the class room work the visiting committee in 1876 found textbooks and the methods pursued practically the same as in the public schools

but in the opinion of these observing men too much time was devoted to arithmetic, grammar, and geography, whereas they thought that better results would be obtained by introducing instruction in the physical sciences for even the youngest of the boys. Not only would an interest be more easily aroused, but through such subjects much useful information might also be imparted. To carry out this suggestion, the committee recommended a special appropriation of \$500 for textbooks and apparatus. These recommendations are interesting for at least two reasons: first, because of the care with which the committee went into the details of instruction; and second, because the observation was made at a time when the special instruction recommended was receiving attention in only a few public high schools.

In addition to these academic reforms the same group of men recommended improvement in the homes for the boys. Although the management believed that these were as comfortable as possible under the conditions, it was evident that there were certain drawbacks. The only source of warmth in two of the family houses was a single stove placed in the school room on the first floor. During the winter season the boys on retiring for the night left most of their clothing in the class room before ascending two flights of stairs and passing the length of a hall floor which was sometimes so cold that water dropped upon it would freeze instantly. Indeed, the rooms were so cold that sometimes many weeks passed before they could be cleaned. The beds and the pillows were of straw — which the

legislators who made the inspection considered much inferior to husks or moss. At the same time the committee suggested some improvements in the arrangements of the so-called "homes". By personal interviews this committee learned that the boys were not complaining, for they were "comfortably clothed and sufficiently fed" — better cared for, indeed, than they had ever been before coming to the institution. Nevertheless, a very general wish to leave the school and "go home" seemed to prevail — in spite of the abuse and poverty which had been the previous experience of many of the boys.

It was still believed that the girls' department might be located on some part of the large farm at Eldora, or temporarily housed in the main building — a plan that was suggested by the authorities and approved by the visitors from the legislature. Some of those interested in the work believed that it would be better to locate the department for girls elsewhere, and they urged that the White farm be retained until this matter had been decided. It was admitted that the girls' department was only "an experiment"; but it was an experiment which the State could well afford to make. The inspection of this department resulted in the approval of the management. It was thought that the younger element would derive the greatest benefit from the training, and so the board requested that they be given authority to remove any boy over sixteen who became unmanageable.<sup>87</sup>

The situation in 1877 revealed a lack of harmony in the views of the trustees, the superintendent, and

the visiting committee. The legislative committee declared that at the Eldora department there was a "general appearance of unthrift, that at once makes an unfavorable impression upon the visitor". The superintendent who had been in charge for the greater part of the two years just past had resigned, and information concerning the institution was not easily obtained. The change in superintendents and the general upheaval in 1875 seem to have demoralized the management. At the same time the trustees had incurred an unauthorized debt; the treasurer was said to be delinquent; the new main building, for which \$40,000 had been appropriated in 1876, was far from completion; and the money was all expended.

The inspection drew from the legislative visitors unsparing criticism and disapproval of what they termed extravagance in the building scheme. Indeed, the following language reveals their temper: "The appropriation of \$40,000 for a new building, and the erection of a huge five story palace—taking into consideration the present financial condition of the State — we consider little less than an outrage. The present wants of the school needed no new building. The capacity of the old buildings, is *two* hundred, while the average attendance is less than *one hundred and fifty*." Before concluding their report they criticized the cost, the errors in the expenditure, and certain useless features which they asserted should be "the architect's architectural tombstone."

A committee of legislators was sent to inspect the department for girls also, since this year terminated



the period for which the State had leased the White farm and some action would be necessary in providing for other accommodations. By this time the plan of moving the department to the Eldora farm had been abandoned by the superintendents as impracticable. The practices in other States had been investigated, and the opinions of men experienced in such institutions had been sought. Since no one favored the proposed union of the two divisions, another temporary location near the town of Mount Pleasant and not far from the White farm was recommended. The trustees, however, were now advocating the erection of a special building at the Eldora site, since the increase in the number of girls — there were now fifty-three — would prohibit the use of the new main building for this purpose as had formerly been suggested. They asked for \$30,000 to carry out their new plan, but this request was not endorsed by the visiting committee.

The character of the population of these institutions had been changed somewhat by the legislation in 1876 which so amended the law that only those who were under sixteen years of age could be committed to either department. At the same time provision was made that none under seven years of age or of unsound mind should be sent to such an institution. Experience had taught those in control that the more mature individuals were less susceptible to reformatory influences and were the most serious disturbing elements; while very young children were better suited to an orphan's home.

The educational work among these boys and girls

called for the most energetic instruction and the most emphatic effort to arouse interest. As suggested in the recommendations already noted, more apparatus was really necessary here than with ordinary school classes. The greatest possible amount of time in both departments was given to instruction in books. Indeed, it may be said that book work was continued for the entire time in the school for girls except for short vacations twice a year. This department, also, was organized upon the plan of two sections alternating between regular occupations and study, and there was opportunity for the introduction of some special training in the making of fancy work which promised to become profitable. The girls made all their own clothing and were trained in the ordinary household duties.<sup>88</sup>

The legislators in 1878 gave no heed to the request of the trustees for funds to complete the main building which had been so severely criticized by their committee. Moreover, the \$9000 debt was ignored, while the per capita support fund was reduced from ten to eight dollars a month. This action was indeed radical, and Mr. Moir, a trustee, said that "these were indeed dark and dismal days in the history of the school". Nevertheless, under new supervision and by close economy the trustees, even with the reduced allowance, succeeded in eliminating the debt in less than a year and a half.

The legislature was liberal enough to provide for the transfer of the girls' department to another temporary site under the direction of the trustees and the State Executive Council. This provision

of the law was complied with, and the department was relocated near Mount Pleasant on a forty-acre farm which seemed well adapted to the purpose except that it was far removed from the central part of the State. Governor Newbold said in 1878 that a permanent site should be selected "at or near the seat of government", which was equivalent to saying that it should be in the central section of the State; and this opinion seems to have been shared later by those authorized to decide the matter.

There were sixty-five girls in this department at the close of 1879, and their temporary quarters were so overcrowded that immediate provision for the future was necessary. At the same time the reduction of the maximum age of commitment from eighteen to sixteen was deprecated by those in charge since they believed that the age should be raised to twenty-one. To be sure, not many would remain until they reached the age of twenty-one, since good homes could be secured for all who were worthy of recommendation.

Two committees from the legislature passed upon the situation at the girls' department in 1880. The first, the regular visiting committee of three members, considered the location then occupied very desirable and advised the purchase of the property or a continuation of the lease. The management was highly commended; but the per capita appropriation of eight dollars a month for all purposes was considered inadequate for the proper kind of living, since this fund must provide for "board, clothing, schooling, and payment of employees". The second

committee of five members was charged with the duty of deciding on the relative merits of the site already occupied at Mount Pleasant and a new one then under consideration at Mitchellville. Although the first could be had for \$9000 and the second for \$20,000, the majority of the committee did not hesitate to recommend the latter site. One of the five members, however, dissented from this opinion and gave his reasons therefore. At this time it appears that all thought of placing the two departments near together — as had been so frequently suggested — had been abandoned, although the two institutions were still under a single board and were in charge of a general superintendent. It was agreed that “any removal, or attempted removal, with the view of uniting said institutions, would be a great wrong to the inmates and detrimental to the best interests of the State.”

A new superintendent was now in charge at Eldora; and the department was organized into three groups or “families” containing “the smallest, the medium, and the largest boys” respectively, while for school work and for labor the whole population was divided into two sections. One section had classes in the morning, while the other furnished the labor for regular pursuits — this plan being reversed in the afternoon. A new feature required that all not employed on detailed duty should assemble in the “surplus yard” where they were under supervision and from which labor was drawn as needed. Boys could not be sent into the school or removed therefrom during a session and thus interrupt class-

es — a practice which was said to be common in such institutions. In September, 1879, one hundred and seventy-five boys under three instructors were enrolled in the school which was in session nine months of the year. None of the boys were excused from attending such classes.

The trustees announced their intention to move the school into the new main building as soon as it could be completed — a matter that was wholly beyond their control. Indeed, it was probably an unpleasant duty to present the situation to the legislature in the view of the opinions previously expressed by the members of that body. Nevertheless, fortified by the recommendations of Robert S. Finkbine, who had carefully inspected the structure, they asked for about \$30,000 to complete the entire building or to put a portion of it into shape for use if the plans of the new architect could not be carried out. When the members of the usual visiting committee came to this subject they said: "Of the \$42,000 almost entirely sunk in the new main building beyond a hope of ever successfully utilizing, your committee would gladly refrain from saying anything . . . for we believe such a building is not now needed, nor will it be for many years to come." They did, however, recommend a sufficient appropriation to "take down the tower" and to protect the building until such time as it might be used. The committee concluded finally that it might be wise "to preserve it as a memorial of warning to us and generations yet unborn." <sup>89</sup>

## XVII

### A CHANGE IN NAME

The Eighteenth General Assembly in 1880 instructed the State Executive Council to purchase the old Mitchellville Seminary site and twenty acres adjoining — forty acres in all — for the permanent home of the girls' department of the Iowa Reform School, and for this purpose a sum not to exceed \$20,000 was appropriated. The trustees were authorized to take possession of the new site and as soon as practicable transfer the department from Mount Pleasant to the new location. The same Assembly, taking a charitable attitude toward the mistakes at Eldora, granted more money to improve the main building which had been so inauspiciously begun and so blunderingly directed. Among the improvements specified in the statute was the removal of the tower at an expense not to exceed \$1600. The superintendent was directed to use the labor of the boys wherever practicable in the building operations.

Although the girls' department would be some sixty miles (the trustees said one hundred) from the office of the superintendent at Eldora, no change had yet been made in the original plan of control and the two departments were still under one head. It was recommended, therefore, in 1882 that each division

be made independent and its officers responsible only to the Board of Trustees — a suggestion which Governor Gear endorsed in his biennial message. Mrs. L. D. Lewelling was now in charge of the girls' department and B. J. Miles, for many years a teacher and manager in the boys' school, had succeeded to the superintendency at Eldora. These two superintendents seem to have been among the wisest of administrators: all evidence points to the fact that the two hundred boys and the more than sixty girls were most discreetly managed.

Among the noticeable features throughout the history of these institutions is the attention paid to the individual child with the hope that each one would prove a credit to the training given. More than the ordinary optimism must have characterized the men and women in charge of these derelicts of broken households, if indeed they were not at times most thoroughly disheartened. It is evident that such service demanded the finest type of men and women. It seems to have required a long time, however, to convince many of those in authority that the plainest fare and the most uncomfortable environment were not conducive to the reformation of culprits. Hardships were considered aids to character development — for other persons — and many people failed to realize that the majority of the boys and girls in these institutions were there because of the lack of comfortable surroundings. Indeed, in 1881 the superintendent deemed it advisable to explain his purpose in adding to the tables of the boys neat but inex-

pensive pieces of furnishings, and in substituting "queensware for the worn and dingy tinware hitherto in use." Much credit also is due to Mrs. Lewelling for setting a standard in the early history of the girls' department, for it was her practice to follow up by correspondence and personal interest those who were discharged from the school. By the continuation of oversight she was able to say that more than seventy per cent of the girls committed to the school were permanently reformed.

The compulsory school attendance enforced at the institutions often brought before the teacher a group of children who, for the most part, had refused to attend school when at home. Most of them were not lacking in ability to learn; on the contrary, they were generally equal to the average pupil of the public schools. The difficulty lay rather in arousing interest in the subject. In order to make this instruction effective, however, it was thought advisable that boys should not be granted "leave of absence" until they had acquired an education sufficient for ordinary business, or had in view further attendance in some other school.

An observing committee from the legislature in 1882 criticised the management for neglecting to protect the farm at Eldora by means of a grove, declaring that during the ten years since its purchase (1872-1882) it had remained "a dreary, desolate, storm-swept plain, with hardly a bush or shrub to break the severity of the north and west winds". In addition to this suggestion for general comfort, the



members of this committee urged that the "forty cows kept upon the farm be made to furnish the boys with butter on their bread at least once a day, and that the boys have skimmed-milk as a beverage morning and evening in summer, and in the evening in the winter"; and likewise that "poultry enough should be kept on the farm to furnish the boys with eggs in season, and tender meat for the weakly and sick."

It was reported also that the clothing provided was insufficient for the "rigors of our northern winter" and that in addition to what was already provided each boy should have a warm vest. The committee likewise recommended that a hospital room should be provided, and asserted that the old furniture was a "disgrace to the State". Nor was the recreation of the boys forgotten. The committee suggested that a library room should be furnished with the sound moral periodical literature of the day, and that this should be accessible to the boys at all hours when they were not otherwise engaged. And finally, the hope was expressed that very soon the institution would cease to be known as the "Reform School" and be described as the "Boys' Industrial School" of Iowa.<sup>90</sup>

In 1883 the trustees seemed to be optimistic, for they declared that "notwithstanding the clouds that at one time hung over it, and the fierce storms of persecution which howled around it", the Reform School had "won its way to a position not of respectability only, but to one of honor and influence

among the permanently established institutions of the State." Since its organization there had been committed to its care nine hundred and twenty-seven boys, of whom two hundred and forty remained in June, 1883. Of the nearly two hundred girls received, eighty-four remained in that department. It was conceded that in both schools the expenses had been greater than would have been required merely to confine the individual. Instruction was also provided and efforts were made to develop self control as a means of overcoming evil tendencies. The school for boys was now organized in five grades and required five teachers for the two hundred and forty or more present. By legislation in 1882 that provision of the *Code of 1873* which permitted the release of girls at their majority was changed so that they might be retained until twenty-one years of age. The same legislature granted to that department the requested increase in support funds; thus the two acts operated to increase both the number in the institution and the amount which could be expended. All this seems to have been cheerfully done since the management was satisfactory to all concerned.<sup>91</sup>

The name of the institution was changed, in 1884, from "Reform School" to "Industrial School"—a title which had often been recommended. The usual request for special funds was considered, but this routine was now so well established that it needed little explanation. Governor Sherman said in 1884 that the capacity of the institutions could probably

be increased to advantage, for the schools were proving to be of great value in "reclaiming wayward youths". He recommended definite plans for the industrial instruction of the boys in order that the uncertainties of labor would not confront them at the time of their discharge.

In 1885 the trustees asserted that the proportion of boys and girls who were fully reformed and put on their way to a successful future was greater in this State than in any other except Pennsylvania. It is quite apparent, however, that public opinion classed these schools among penal institutions, and it was no simple task to dislodge this impression. Although the purpose was reformation and not punishment, the courts passed sentence upon those committed — a procedure that gave the wrong idea of the purpose of the institution. And so the change of name to "Industrial School" was one step in the direction of clearing up this false view. Moreover, it was believed that homes might be obtained for the boys and girls from industrial schools when this would have been impossible in the case of reform schools on account of prejudice. Indeed, it was said that in the opinion of many people "the stigma of being an inmate of a reform school was sufficient grounds to ostracize them forever."

In this report there were some conclusions which were not altogether creditable to the Commonwealth. No State, it was thought, had provided so little care for its wards after they had left the vicinity of the institution. Other States had in some manner su-

pervised the home life of such young people until they had become firmly established in a family or in some independent means of support. In Iowa this had been left either to chance or to the voluntary efforts of those who had been associated with the boys or girls in their school life. In this work Mrs. Lewelling was particularly active. At the same time much credit is due to all connected with the work. To encourage this work and to establish a permanent guardianship over the interests of the youth from these schools it was urged that some plan should be devised by which the younger ones at least might secure homes and not be retained in the institution for a long period. As already pointed out, many of these persons were worse than orphaned and wholly friendless outside of the institution. To turn them from the only real home they had ever known without further care seemed unfortunate. In order to overcome the obstacles that would certainly appear in such cases the officials desired some plan for the creation of a responsible agency, although no definite suggestions seem to have been offered.

As the number of inmates in these institutions increased — there were two hundred and ninety boys and one hundred girls in their respective schools in June, 1885 — the old question relative to industrial instruction became still more difficult to decide. Indeed, the problem seemed more or less indefinite, for no determined policy was maintained in so far as the records reveal action. The subject was, never

theless, always in the minds of the trustees, supervisors, governors, and doubtless of the legislators and legislative committees. With only a limited variety of occupations in addition to farming and without means to employ skilled instructors in any of these, it was clear that this question could not be settled.

Adequate plans for industrial training would require additional money for buildings and equipment. The per capita support fund which the Seventeenth General Assembly had reduced must also be increased or the boys would not have an adequate supply of food.

A sympathetic group of legislators urged a more plentiful supply of food and called attention to the fact that most of the farm products had been sold to secure funds for the general support. Although this rendered unnecessary the contraction of debts—a financial measure forbidden by law and carefully avoided by Mr. Miles, the superintendent—the boys were deprived of much desirable food. Moreover, the practice of requiring all expenditures to be made from the per capita allowance was, in the case of the girls' department at least, criticised by the visiting committee of 1886 as it had been two years before. It was asserted that the amount of food and clothing ought not to depend upon the cost of coal or the number of delinquent children in Iowa. In other words, the whole system was wrong, and it should be righted by a flat appropriation for general expenses aside from maintenance.<sup>92</sup>

Anxiety relative to the future of those discharged or paroled from both departments was again manifested in the report of the trustees in 1887. This matter was considered of great concern to all who hoped that the work begun in the industrial schools would continue in the life of each pupil. No plan of operation had been submitted, but it was recognized that the whole scheme would never be as fully effective until field work had been established. Although a fair proficiency in books or in trades insured some measure of self control this would not be sufficient to protect the boy or girl in the old environment. Some assistance from a sympathetic associate under the direction of the institution, who might aid in finding a new home in different surroundings seemed desirable. Moreover, until trades and occupations had been fully established, there were few who would care to employ the graduates of such an industrial school.

Regular employment was the essential factor in keeping up the reformation, and for this reason the effort to develop a larger variety of industrial training was persisted in by the authorities. It was true that some acquired industrial skill under prevailing conditions, and the most was made of the work in the shoe shop, in the broom factory (the broom corn was produced on the farm), in the tin shop, and in blacksmithing. But many more opportunities were needed to meet the variety of tastes that were found among the three hundred boys and one hundred girls. In this connection it is significant that the recommen-

dation of Governor Larrabee that the public printing might be done at the boys' department, with benefit to them as well as with profit to the State, was endorsed by the committee sent from the General Assembly in 1888. This plan had not been mentioned in the request of the trustees, although printing had been among the trades considered of first importance by the committee. It was also suggested that the boys who were qualified should, upon the usual examination, be admitted to the "State University and State Normal Schools". The visiting committee averred that they found some boys who were "advanced in their studies beyond that provided in the institution".

In 1890 Governor Larrabee asserted that this "moral hospital" rendered excellent service to the State; and he again supported the authorities in their request for an extension of the instruction in the "mechanic arts". It was his opinion that the trades taught should not be limited to such as served the immediate wants of the school; nor should industrial training be prohibited or handicapped because of lack of funds to secure qualified teachers and the required material equipment. It was the business of the legislature to provide the means. As mentioned above, the organic act required instruction in "some regular course of labor" in a form suited to the individual; but the State had never provided sufficient financial support to carry out this purpose. About 1890, however, the practical and marketable subjects of stenography, typewriting, and telegraphy

were introduced, and a few of the boys and girls had successfully engaged in some one of these occupations on leaving the school. A "Polytechnic Department" was considered as the next step, and for its successful development a special building would be necessary.

It was in 1890 also that attention was called to the common practice of committing young children to the institutions. There were at that time sixty-five boys under ten years of age at Eldora — some of whom, indeed, were under five. Clearly, these children were sent there because they were homeless and abandoned and not because of any fault on their part. In the opinion of the legislators who reported this situation, such children should not be sent to an institution of this nature since the associations would not be beneficial and in many cases might prove extremely unfortunate. Although they were isolated to some extent under the careful supervision of Mr. Miles, it seemed unwise to send them to such a place. It is believed that they should be cared for in an institution which had not been established as a reformatory, and a family building for this class of children at the Orphans' Home was suggested. Although the committee did not definitely recommend such a plan it was considered more desirable than the prevailing arrangement, since all understood that the associations in the Orphans' Home would be more advantageous to the future of such children than those in the Industrial School.<sup>93</sup>

The administration did not purpose to confine the children of either department to a rigid routine that



would prohibit recreation or natural growth; but "how to work" was considered an important factor in all the training whether in study or industrial occupations. Systematic habits, whereby the health of the inmates had been remarkably well preserved, tended also to establish respect for order and obedience. Teachers and supervisors alike must possess extraordinary ability, if they were to bring about this change in attitude and at the same time to create positive action by those under their charge.

Over two hundred boys were committed to this school during the biennium from 1889 to 1891, and the whole number in this department in June, 1891, was over four hundred. During the two years one hundred and six boys had been released by the trustees; the Governor had pardoned fifty-two; five had escaped, and there were five deaths. Thus one hundred and sixty-eight had gone out, while two hundred and two were received. The average age at commitment had been reduced to about twelve and a half years for boys. Among the two hundred and two admitted only seventeen were under ten years of age and only eight were over fifteen. Sixty-five girls whose ages averaged about thirteen and a half were received at that department, where there were one hundred and seventeen in June, 1891.

In 1892 Governor Boies presented facts to show that only one hundred and forty-three of these four hundred and one boys and forty-eight of the one hundred and seventeen girls had been committed for violation of penal laws. He would not include vagrancy, because he did not believe that a vagrant

child was necessarily criminal. At the very outset he stood for a "radical change" in both of the prevailing methods of commitment and management. Applications for the release of children, he said, were constantly being made to the Governor by parents and guardians whom he considered able to care for them; and it seemed to him that natural rights should be respected. Besides, he was convinced that in many cases parents and guardians took advantage of the law to send their children to these institutions for the sole purpose of securing State support — possibly believing at the same time that the child would receive a good education. The responsibility for this attitude, the Governor believed, must be placed upon those who by legislation and argument had sought to remove, even in name, the idea that these schools were in any sense penal institutions. This, the Governor said, was wrong for they were "provided for vicious children alone", and for a child to be committed to either department should be considered a "disgrace both to the child and his family." Furthermore, the Governor asserted that no child should be sent to either school on account of incorrigibility alone: such institutions were for those who had committed penal offenses.

Again in 1894 Governor Boies enlarged upon the injustice which might result from the system of indeterminate sentences, for the law specified no definite period of confinement for any offense, except that it could not extend beyond twenty-one years of age. According to the merit and demerit system, inaugurated by Mr. McCarty at the very beginning, the

date of release from the institution depended upon the gaining or losing of credits and badges. The Governor criticised this plan and declared that the "period of confinement" under such a rule depended not upon the offense for which the individual had been committed but entirely upon his "ability or willingness to comply with rules made for the government of the school during his confinement."

Since these rules must be uniform a boy or girl guilty only of disobedience might be compelled to remain as long as one committed for a serious criminal act. He pointed out also that although the average period of detention was "between three and four years", there were instances in which girls and boys had grown to maturity in the institution without having known "a day of liberty in all that time". Moreover, the Governor declared, there were many parents who were earnestly seeking to remove their children from the schools, but there was no provision either by law or rule for granting such requests. Against this situation he protested, believing that the State had no right to stand "between a parent and the custody of his own child" without reason. To be sure, some children might forfeit their freedom by their own acts, but no parent ever had a right to cause his child to be confined in such an institution for years; nor should a complaint of mere incorrigibility have the effect of depriving the parent of his right to the future control of his child.

On the other hand, it was even more difficult to justify the acts of the State in depriving of liberty those who had committed no crime and preventing

the association of parents and children merely to discover whether the latter could conform to certain rules applicable only to those of criminal tendencies. To compel these children to struggle back to liberty by years of effort was unjust in the opinion of the Governor. He admitted that the State should make provision for abandoned children and for the incorrigible, but he condemned the methods in use. Governor Boies also disagreed with those who believed that the industrial schools should be considered as educational rather than penal institutions. As a matter of fact all those in attendance had been committed by courts having criminal jurisdiction, and their detention was never voluntary. He concluded, therefore, that their "home is a prison, more merciful in its management than some, it is true, but nevertheless a prison".

For these reasons Governor Boies advised that the laws should be radically changed and the "fundamental principles" upon which the government of the schools was based should be fixed by statute rather than by rules of boards or supervisors. Furthermore, in every case of commitment for incorrigibility the parent should have the right to reclaim the child at will. If the parents did not do this the State should place the child with a responsible family or parole him during good behavior at the proper age. The same regulations should apply also to those committed for penal offenses after they had "suffered reasonable punishment"; and the courts should fix the period of confinement.<sup>94</sup>

## XVIII

### EXTENDING THE WORK OF THE SCHOOLS

By an amendment to the Code in 1894 the trustees were authorized to parole the boys and girls of the industrial schools after not less than one year of instruction, and to establish rules governing the continuation and termination of such releases from the institution. This action may have been the result of the Governor's energetic protests against the prevailing customs and it was certainly in accord with the opinions of many persons interested in the work. It was shown that from July, 1891, to July, 1893, one hundred and seventy-six boys had been released, and during the same time two hundred and twelve had been received. For the same period ninety girls had been admitted and sixty-five discharged, so that there remained four hundred and seven boys and one hundred and forty-two girls in June, 1893. There was a total increase, therefore, of six boys and twenty-five girls in the two years.

In his report for that biennium Superintendent Cory of the girls' department recommended indefinite paroles as well as indeterminate sentences, observing that some seemed to conduct themselves very well while in the school in order to "make their grades", but immediately on being released returned

to their former habits. The authority to terminate a parole would, in his opinion, remove this difficulty inasmuch as any boy or girl on parole who failed to maintain correct deportment could be returned immediately to the institution. Other States employed this method with very satisfactory results, and so the Board of Trustees endorsed these recommendations for the Iowa industrial schools.

There were other recommendations which did not receive much consideration until long after 1894. For instance, Superintendent Miles of the boys' school reported ten escapes — in nearly every case made by those who were too old to be sent to such a place. In order to avoid this constant annoyance he recommended that there should be at some point in the State "an institution more a prison than this, and less a prison than a penitentiary — a place where young men could be securely held, and at the same time be a reformatory." The superintendent of the girls' department also raised the question as to whether it would not be wise to make some special provision for those girls who were hopelessly incorrigible. These suggestions, however, were not put into practice for many years.

At this same time the legislative committee which inspected the boys' department in 1894 suggested that the law should require "a monthly report, to be certified to by parents, guardian or employer" from each inmate paroled from the industrial schools, and if such reports were not satisfactory that the board should be authorized to order the return of

the boy or girl to the school. The committee believed an arrangement of this kind would avoid the necessity of erecting another family building at Eldora.<sup>95</sup>

Again, in 1895, "a young men's reformatory", where all boys between the ages of sixteen and twenty-two years who were guilty of crime could be sent, was proposed, since the industrial school for boys was so "rapidly filling up" that the time was not far off when the numerical limit, at least, would be reached. This proposed institution should be a "half-way house" between the industrial school and the penitentiary; and as already pointed out its purposes should be to reform those who were beyond the control of the school for the younger group. That the system of paroles established in 1894 was practicable was demonstrated by the result of its trials at the girls' department where reports from the majority of the seventy-one girls sent out were satisfactory. Seventy-four girls came into the department during the same period, however, and in 1894 there were one hundred and forty-five in that school. In the same period two hundred and thirty-eight boys had been received and one hundred and ninety-two released by discharge, parole, or otherwise; while four hundred and forty-four were present in that department in June, 1895. This represented a total increase of thirty-seven over the number two years before, while the number received was greater than during any previous biennium. Notwithstanding the fact that the average age was about thirteen

years it was asserted that a very large proportion of the boys were experienced in crime; and, although the commitment may have been for incorrigibility as a nominal charge, it was quite certain that nearly all were really guilty of more serious offenses: the charity of the court prevented the revelation of the real history of the case, in order that the child might have a better chance to reform.

That this policy was right may be granted, since it was shown that after an average time of three and one-half years at school eighty-two per cent of the boys and seventy-five per cent of the girls were known as good citizens. During the time they attended the school the children usually learned some trade or occupation by which they could gain a living, and at the same time they were given such a knowledge of books that they could continue their education. Moreover, attention to the physical, moral, and religious training was constant from the time of entrance. Military drill for boys was as compulsory as school attendance.

The large increase in the population of the two schools necessitated, of course, a corresponding increase in the teaching force as well as in provision for school rooms. There were five men and five women on the regular teaching staff at Eldora. Here as well as at Mitchellville general supervision and the teaching seem to have been combined to some extent. Indeed, all control involved instruction whether formally in class or at manual labor. There were at first no adequate provisions for class rooms, nor for books and apparatus; but this equipment was



gradually supplied through the constant efforts of the management. Some continued their education after leaving the industrial school, but the great majority obtained all their training there. This may not have been desirable, but it was the inevitable outcome from such beginnings.

About 1895 the superintendent of the boys' department called attention to the disciplinary effect of "carefully selected and properly regulated amusements", whereby the necessity for the employment of harsh measures was very greatly reduced. In applying this theory he had organized an "amateur opera company" from boys of the school who had musical ability. They appeared before the boys of the institution, and gave public entertainments to raise a fund for purchasing music as well as apparatus for out-door games. Sometimes the proceeds were used to purchase admission for the whole school at a circus and menagerie or a public entertainment in town. Along with this recreation a band was available at almost any hour, while athletic sports satisfied the physically ambitious members of the great family. It was from this environment that nearly two hundred boys were sent within the two years of 1893-1895, and these constituted a part of more than two thousand who had been impressed with the teachings of the institution since its establishment. More than fifty different occupations could be enumerated in which these men had engaged and by means of which they earned an honest living.<sup>96</sup>

Although the school farm was producing a larger

income each year it was necessary in 1896 to raise the per capita support for the boys' department to ten dollars monthly. It will be recalled that the reduction from this amount to eight dollars had been made in 1878, nearly twenty years before, when the unfavorable report had been made by the visiting committee, and it had never been restored. On the other hand, the allowance for the girls' department had been increased to eleven dollars per capita in 1890. In June, 1897, there were five hundred and two boys and one hundred and fifty-two girls in the respective departments — a net increase of fifty-eight boys and seven girls in the preceding two years. Ten boys had been returned for violating parole, while a total of one hundred and eighty-three had passed from the institution; but no girls among the seventy-six discharged or paroled had been returned. Both departments were crowded and demands were made for more buildings. At Eldora the school rooms served for living rooms as well, and there were eighty boys in buildings erected to accommodate fifty. The trustees, therefore, asked for a school building — a long-desired improvement.

Early in 1897 at the death of Superintendent Cory, who for ten years had been in charge of the girls' department, A. H. Leonard, the assistant superintendent at the boys' department, was transferred to this position. During the same year the Board of Trustees lost from their number by death Rev. Thomas E. Corkhill, who had been among the very first advocates of the reformation of juvenile offend-

ers and had served as a trustee of the reform school for twenty-five years. The two years from 1895 to 1897 had been considered very prosperous. Not a single death had occurred among the five hundred or more boys, and only one among the one hundred and fifty girls. Although epidemics had broken out, these had been quickly eradicated through the efforts of a physician constantly on guard, while the environment aided greatly in the maintenance of healthful conditions.

The new superintendent at Mitchellville called attention to the fact that only thirty-nine of the ninety-nine counties in this State had sent girls to the department within the previous two years, which led him to conclude that the purpose of the institution was not well known. He did not, however, suggest any method of advertising. It appears that he set to work to reorganize the academic and industrial work so that the former occupied a more important place in the institution. To that end each pupil was properly graded and supplied with a complete outfit of modern text-books. As heretofore stated, the greater number committed to these schools were delinquent in school attendance, and since in many instances their stay was brief, it was believed that every agency that might hasten their progress should be employed.

More specific plans were also made for instruction in wage-earning occupations, such as dressmaking, which had been made a regular course in the girls' department and from which it was arranged

to graduate apprentices. As many as seventy girls from seven to eighteen years of age were in charge of one family manager in the main building; and a building for the younger girls where they could be a family by themselves, was recommended. This seems only a reasonable request, but the legislature of 1898 did not consider such a building an immediate necessity and refused to make the necessary appropriation. Furthermore, the monthly ten dollars per capita for boys was reduced to nine and the eleven dollars for girls to ten. Possibly this was due to the prospective change in management, since the new Board of Control became responsible for the administration in 1898.<sup>97</sup>

When the Board of Control took over the management of these two schools along with other institutions, a very frank statement relative to the situation was made. Almost the first suggestion was virtually an endorsement of previous recommendations which, if acted upon, would have prevented many of the annoyances and outbreaks which had occurred. The "condition of no other institution in the state", according to the report of the new management, had proved so "unsatisfactory to the Board as that of the two industrial schools"; and this situation was due to the confinement therein of "young men and young women whose presence is pernicious in the extreme and who should not be allowed to mingle among, and contaminate by their presence, mere children, as yet unacquainted with crime." This had been recognized long before by

the supervisors and trustees, so that the declaration of the board that provision should be made for these more mature individuals in a separate reformatory was not new. It was creditable, indeed, to former administrators that they had foreseen the difficulties which seem to have become somewhat notorious about this time. References to the "application of the lash, depriving of food, or riveting of iron bars on the limbs of pupils", which the Board of Control declared had been discontinued at their request, seem wholly out of harmony with previous policies and published information. One can not harmonize the first views expressed by the Board of Control with any previous reports. To be sure this does not prove that abuses had not existed, but the character of those who in the years before 1898 had directed the affairs of these schools warrants the assumption that their efforts were generally if not wholly humane.

The unhappy condition pictured by the new board may have been at least partially due to the legal provision for paroling such persons as were worthy. It is possible that by this plan the better element had been eliminated; while the more incorrigible boys and girls had accumulated in the institutions, thereby causing a radical change in the methods necessarily employed to govern them. Furthermore, according to a former report of Superintendent Miles, the sitting rooms were furnished with desks which the boys occupied "not only during school hours, but also mornings, evenings and Sundays."

This, of course, became monotonous and contributed to the difficulties encountered by those who were in charge of the five hundred boys. To relieve this congestion, an eight-room school building was requested. Similar conditions prevailed at the school for girls, where there were but two school rooms and two teachers for the one hundred and seventy-six inmates of school age — an impossible arrangement except by alternating school work and industrial pursuits. Although it was recognized that two persons could not do this work well, the Board of Control declared that there was no room “to operate additional schools.”<sup>98</sup> Certain changes in the law were also recommended. Under the rules then in force a parent might cause the commitment of a child of any age under the maximum, while the courts were limited to those over seven years. The Board of Control asked that no children be admitted who were under seven years of age or over sixteen. It was further proposed that the removal of any whose presence was detrimental be authorized, whereas under the Code provisions only such as were convicted of a crime could thus be transferred to other institutions. The legislature was also asked to repeal the act of the year before, which prevented the removal of girls under twenty-one.

In 1900 Governor Leslie M. Shaw referred briefly to the industrial schools in his biennial message and suggested that, upon the recommendation of the Board of Control, the Governor should be authorized to release any persons committed to either of these

schools and that all ought to be dismissed upon attaining their majority. This recommendation, however, did not find favor with the legislature for the combination of authorities in the parole and discharge of inmates of these two institutions was rejected, although certain changes in the law were made. One act repealed or amended the Code provisions so that the superintendent might appoint subordinate officers. Seven years was fixed as the minimum age of commitment while no children under nine could be committed for criminal offenses. Any child might be returned by the board to the county from which he had been sent. Certain classes of offenders could no longer be admitted to the girls' department but were to be committed to the newly established "Iowa Industrial Reformatory for Females" at Anamosa. The reformatory need not be considered further than to show its direct relation as an outgrowth of the demands at the girls' department of the Industrial School. And finally the maximum age of release was fixed at eighteen for girls and twenty-one for boys. Other legislation increased the monthly support fund for girls from ten to twelve dollars per capita.

The law requiring at least one year of probation in either institution before the discharge or parole of inmates was not changed in 1900, but among the first requests of the Board of Control in 1902 was its repeal and the substitution of authority to act in all cases according to the welfare of the persons concerned. To be sure, the law permitted the removal of

any inmate considered dangerous to the remainder, but in case of good behavior a year at least must elapse before release could be considered. Instances were cited in which "new and excellent homes free from the evils of their former environments" might have been provided for boys or girls had this law not interfered. There were other advantages also which would accrue if the recommendation was acted upon.

In the report for 1902 the board again expressed dissatisfaction with the work attempted in fitting the boys for real usefulness to themselves and to the public on their release; for in the matter of industrial training Iowa was not accomplishing as much as other States. The fault was not charged to the effort put forth but rather to the equipment which, it was said, had never been fully provided. An additional shop building was a necessity as well as a force of competent instructors in the proposed industrial lines. No change had yet been made in the way of better living conditions, and the Board of Control now came to the support of the superintendent in urging a school building. With separate rooms for school purposes the living rooms might be furnished more comfortably for use during leisure hours.

By this time the troubles that had been experienced in the management of the girls' department had been overcome under a new superintendent—the third within a brief time. After a stormy period in which the police were called in, this department had become according to the board, "a model institution." The school work was very satisfactory since



an additional teacher had been provided and the introduction of some new features, notably musical organizations, had operated to improve the deportment. But the supervision of those on parole was a matter for serious consideration, and to this the attention of the board was directed by the superintendent. The board concurred in the views expressed and, indirectly at least, suggested legislation that would permit an extension of the institutional service. This supervision would protect the girls by inspecting the homes to which they were sent and thus serve to prevent a repetition of offenses. Under such a system no child under the maximum age would be wholly released until firmly established and able to succeed alone.

Abundant reason was given for some further organization of the parole system, inasmuch as among the sixty girls who were on parole in April, 1900, less than one-fourth were reporting quarterly according to the requirements. Under existing conditions Superintendent F. P. Fitzgerald declared that it would be a more practical solution of the problem to retain all delinquent girls at the institution, where they could be trained in industrial pursuits, until an agent should be put into the field to personally inspect the homes and to follow up each case. A rather extended argument was also presented to show that if reformation was to be accomplished it should begin much earlier in most cases than was possible with the prevailing practice of committing children only after repeated offenses. Since the

girls must be released at eighteen years of age, the period of training was so short in many cases that the institution was powerless to accomplish much and so the superintendent advised that girls might be kept until they reached the age of twenty-one. Finally, the superintendent recommended that the department for girls should be conducted more along the plans of a seminary — an educational and industrial institution for girls — wherein there should be no evidence of “force or restrictions”. In accordance with this idea there should be the “utmost liberty consistent with order, discipline, education, and industrial training”; and, upon the completion of the course, graduation should become as formal as in public schools.

The legislature of 1902 accepted the recommendation of the Board of Control and amended the Code so that thereafter in “exceptional cases” boys or girls might be paroled or discharged without regard to the length of service or the conduct, provided the board was satisfied that this procedure was proper. Likewise, the age at which girls must be released was again fixed at twenty-one. Other important provisions allowed funds for the long desired school building and also for a new shop building at Eldora. A family building for small girls at their department — asked for long before — was also granted. At the same session the comparatively large sum of \$1000 was appropriated for a library for the boys while the girls’ department was allowed \$300 for the same purpose. Lastly the support fund for boys

was restored to a per capita of ten dollars a month. It is evident from the readiness with which these requests were granted that the Board of Control commanded the confidence of the General Assembly.<sup>99</sup>

During the succeeding two years there was a small increase in the population of both departments, for in June, 1903, there were five hundred and sixteen boys and two hundred and fourteen girls present. Over seven hundred and twenty-five boys had been enrolled during this period, however, and two hundred and twenty-six were new to the school. During the same time two hundred and four had been released. While many of those released were out only on parole, only five had been returned. Twenty-three girls had been fully discharged from the girls' school and only three were paroled. This was in accordance with the opinion of the superintendent of that department relative to the whole parole system which, he declared, had no place in the department over which he presided. The question of educating and training those committed to its care, he contended, could not be shifted by a parole to some individual who was not personally interested, and could not do what the State expected to do. If the result was to be satisfactory the girls must receive training in elementary academic subjects and in household duties. It would be well to compare with this opinion the views of Governor Boies already cited above. The "grade system", however, as a measure of reform was looked upon by the superintendent of the girls' department in much the same manner as it

had been by the Governor; it had not been employed to create what might be considered a false incentive.

In this report the constant guardianship over the individual who was committed to the institution was minutely described; and it was shown that what appeared to be good conduct might be due only to this watchfulness. At the same time reference was made to the "homelike surroundings, privileges, personal interest in each and every one" which prevailed in the management and produced a satisfactory department. Indeed, for over three years there had not been a single escape from this department notwithstanding the fact that there were "no walls, no fences, no bars, nothing of a nature to indicate detention." This was more noticeable, it was said, because under the former system, prior to the assumption of authority by the Board of Control, escapes were a common occurrence. But all the improvement indicated by these facts and opinions may have been partially due to causes not enumerated in the report. For example, a certain group of incorrigibles, who had grown insubordinate, had been eliminated just before the change in supervision; and some severe measures had been recently applied in disciplining others.

"Strictly speaking", said the superintendent, "institutions of our character are integral parts of the public school system, and not penal." This opinion, however, was not held by all those interested in the institution; but school attendance was enforced from the beginning and those who had refused to attend

the public schools were compelled to spend at least four hours a day in the class room. In other words these institutions were in reality regarded as the truant schools of the State; but children were not sent to these institutions for truancy alone. At all events, the course of study which the industrial schools sought to cover was equivalent to that of the public school. By those in charge, indeed, it was sometimes considered superior to that of the average public school courses. The industrial features, later so heartily recommended for the common schools, had, from the first, been understood as forming a definite and a very large element in the instruction. Serving, cooking, washing, ironing, baking, dressmaking, and general housework constituted the occupations in the girls' department at Mitchellville. In more recent years, bookkeeping, typewriting, and stenography have been offered in both departments.

The boys had much farming to do, and other occupations have already been mentioned. In 1903 the establishment of a printing and binding shop, in which all the work for the State in this line might be done, was again recommended. In addition to the school and vocational training the recreational features of athletics and music had developed proving that these boys and girls were not unlike others in tastes and talents if an opportunity offered. And so music classes, bands, and orchestras, under professional leaders, were introduced in both departments with great benefit to the general morale. For

instance the supervisor of the boys said: "the helpful and refining influence of music . . . has long since been demonstrated". The supervisor of the girls pronounced music "one of the greatest adjuncts in unraveling and making straight the crooked and chaotic condition" formerly existing. In spite of these beneficial results it was felt that there might be criticism because of so much attention to music; it might seem that this had been carried to excess when a teacher of the piano had forty pupils and a violin instructor for the girls gave all her time to the one subject. At the same time an orchestra contained forty-five members.

The Thirtieth General Assembly not only heard but also heeded the reiterated plea for some agency that would aid these institutions in the matter of paroles, as well as in the finding of permanent homes for boys and girls who were worthy. A State agent to be appointed by the Board of Control and under its jurisdiction as to term of service, duties, and compensation was authorized for these two institutions and the Orphans' Home. This law not only provided for the placing of orphan children in homes, but there was also some supervision of the paroled group. At the same session the juvenile court was established. Since the Board of Control was empowered to name the institutions which should have the care of delinquents committed by this court the industrial schools would, of course, receive a large number of young people from this source.<sup>100</sup> All this legislation while enlarging the power of the Board of Control conserved the work of the industrial schools.

## XIX

### SPECIALIZATION AND CO-ORDINATION

Acting in accordance with the statute the Board of Control employed Miss Clare Lunbeck as the first State agent in July, 1904. But it was not until March, 1905, that certain institutions — among which were the two here under consideration — were designated to receive delinquents committed by the juvenile court. About the time the State agent was appointed, Superintendent Miles, who had served the State for many years as a teacher, assistant superintendent, and superintendent, resigned. He was succeeded by L. D. Drake, a man of experience in such supervision. It is apparent that the work already inaugurated under the supervision of these men and endorsed by the board had been recognized by the legislature in the appropriations for equipment, since it was asserted in 1905 that “we today have an institution in fact as well as in name, one of which the State of Iowa may feel proud.”

By this time the industrial training in the boys' department was showing practical results. For example, the wood-working division was able to do all kinds of mill work and thus to aid materially in reducing the cost of building. The printing shop was so well furnished that it was possible for the

twelve boys employed there to become skilled workmen. Bricklaying was also taught along with the construction of buildings, while steam fitting, plumbing, stationary engineering, and other useful trades had been added to the household occupations of shoemaking, shoe repairing, tailoring, and blacksmithing maintained from the start. The new superintendent announced that it would be the policy of the school to put the boys to work at mechanical pursuits as soon as they were fit for such training in order to relieve "the State of their support as soon as possible". At the same time he asserted that the "school of letters" was the equal of many public schools through the eighth grade; for the teaching was by well qualified teachers, and upon the completion of the course of study the boys were admitted to any high school in the State. To be sure, not all of those in the school completed this curriculum, but the Board of Control was quite determined that no one should leave the institution until he was able to read and write and had some knowledge of arithmetic.

At the close of June, 1905, both schools showed a decrease in numbers as compared to the enrollment two years before — the boys' department having seventy-seven less, or four hundred and thirty-nine, and the girls' department four less, or two hundred and ten. During the biennium, however, twenty-nine boys had escaped — a fact which suggests the reason for the comment of the new superintendent relative to the restrictions formerly imposed. First



of all, he called attention to the number of boys who had been in the institution for long periods — some for ten years. Some of these were then nearly grown to manhood but were still “lacking in self-control, self-reliance and that independence which follows one’s caring for himself.” Many of these older boys had almost attained their majority when the law would compel their release, although they were wholly unable to maintain themselves. Such a situation, it was claimed, would never occur when the policy which had just been announced had been fully established, for all the boys were to be taught a trade of some kind. It is probable that individuals who had been retained so long in the institution had some abnormal characteristic which had prevented their release from the school. Possibly such boys should never have been sent to this institution.

The age of admission to both departments, as already pointed out, was a subject frequently discussed in reports to the legislature. All those concerned, it seems, did not agree that the best interests of the boys and girls for whom these schools were maintained demanded fixed limits. Indeed, many of those committed were above the legal maximum age, since the courts usually decided in favor of the industrial schools rather than a reformatory or penitentiary wherever there was the slightest doubt as to a child’s age. For this reason the superintendent recommended in 1905 that the maximum age at which girls could be committed be extended from sixteen to eighteen years. The Board of Control was assured that these

older girls could be readily cared for to their advantage and without detriment to the institution. Surely it was said, girls from fifteen to eighteen years of age should not be committed to the reformatory.<sup>101</sup>

This opinion was incorporated into law in 1906, and the maximum age of commitment for girls was fixed at eighteen. Another provision of the same statute granted authority to the superintendent and Board of Control to place in good homes, without parental consent and without interference from that source, any boy or girl "abused, wrongfully treated, neglected or abandoned at and before the time they were committed", or any who had no home to which they could with safety be returned. With this power, likewise, there went the privilege of rescinding contracts if the person in whose charge such children were placed failed to carry out the conditions as to "education, treatment and maintenance". This legislation could not have become effective until the State agent had become a part of the organized supervision.

Scarcely had the law relative to the admission of girls up to eighteen years of age become operative when the superintendent of the boys' department asserted that, in view of the numerous trade advantages, it might be proper to consider the admission of boys above sixteen, which was the maximum in 1906. The results achieved by the school in recent years warranted the conclusion that boys up to the age of eighteen, who had committed their first offense, could be benefited by the opportunities to learn

a standard trade. One of the reasons given for this recommendation, namely, that a "class of large boys to assist in prosecuting the work incident to the construction of buildings" might thus be secured, would sound selfish if taken alone; but it is to be understood that the boy's advantage was always the first consideration. Along with this extension of the maximum age to eighteen years, an addition of at least two years to the minimum age was advised, thereby making it nine instead of seven. Indeed, many believed that it was inadvisable to send any boys under ten to the Industrial School: the State should provide for these elsewhere — probably at the Orphans' Home.

In 1907 Superintendent Drake was succeeded by his assistant W. L. Kuser, who immediately presented arguments against the legislation recommended by Mr. Drake. The new superintendent objected to the change in the maximum age, since he feared it would bring to the institution those who would be damaging to the discipline and to the younger boys in the school. He recommended, however, that the minimum age be raised to ten years. In spite of the opinion expressed in this report, the General Assembly in 1909 raised the maximum age to eighteen, and in his report, submitted in 1910, Mr. Kuser admitted that it might prove practicable. He asserted that the minimum age, which still stood at seven should be raised to ten at the least; and in order that the older inmates should be under some strong incentive to maintain satisfactory deportment he urged

that the law should provide for the immediate transfer of all who were unruly or vicious to the men's reformatory. The Board of Control had "repeatedly urged the establishment of a reformatory for males over sixteen and under thirty years of age, and for females over sixteen" who were under sentence for certain offenses and this had finally been authorized in 1907.<sup>102</sup>

The system of paroling had the effect of keeping the number in the boys' department below the highest point reached prior to its inauguration; but the number enrolled in the department for girls remained about stationary during these years. For instance, for the year ending in June, 1906, one hundred and forty-two boys were admitted and one hundred and sixteen were paroled — leaving four hundred and seventy-eight at the close of the year. During the same time forty girls were received and thirty-seven discharged, but only six of these were paroled. At the end of the year two hundred and twenty-two girls remained in the institution. It is of some interest to compare these figures with those of the succeeding two years and to note the relative changes in the two departments. At the close of the year ending June 30, 1907, one hundred and twenty-seven boys and sixty-three girls had been received; one hundred and seventy-eight boys and twenty girls had been paroled; thirty-two boys and no girls had escaped; and there remained four hundred and twenty-six boys and two hundred and thirty-three girls in the two schools. The next year — the second

of the biennium — one hundred and thirty boys and sixty-four girls were admitted; one hundred and seventy-four boys and seventy girls were paroled; and twenty-nine boys and no girls had escaped. It should be said that in the first year of this biennium thirty-two girls were released, and in the second year sixteen girls were discharged; but no boys were removed from the institution in this manner. The number of girls remaining in June, 1908, was two hundred and ten, and exactly the same number were reported in June, 1905; while four hundred and one boys enrolled in 1908 was thirty-eight less than the enrollment in 1905. There seems to be no way to account for the nearly identical numbers of commitments during the two years mentioned, but a rather settled policy among a number of agencies is suggested.<sup>103</sup>

From the very beginning until the Board of Control came into power in 1898, the teachers of the academic work at Eldora, when not engaged with classes, were expected to employ themselves in other work about the farm — in field, garden, or shop. The separation of functions by the new authority permitted the establishment of certain qualifications for teachers — an action considered necessary if the standard of the school was to be maintained. All the teachers thereafter were required to hold first grade certificates and to be able to instruct in vocal and instrumental music. By 1906 the work of the school for the boys had been adjusted, so that the supervisor of the instruction was also the assistant

superintendent of the institution. It appears that some opportunity was given for the study of subjects of high school grade, and about 1910 elementary agriculture as a school subject was introduced. Since a large number of the boys would follow this occupation, and because of the practical character of the lessons which could be presented, it was believed that this subject could be thoroughly taught.

In 1910 the boys were grouped in eleven divisions for school attendance; and all manual labor was so arranged as not to interfere with the class work. There was no attempt to adhere to a fixed period for promotion, and advancement was not regulated by class groups. The individual being considered on his ability, it was possible for a boy to advance two grades within a year. Moreover, by a sensible arrangement a boy might take work in more than one division in order to permit individual teaching so far as practicable. In addition to this formal work each boy was encouraged to select reading matter from the library of three thousand volumes—a strange experience, since many of them had never before read a good book. History was the favorite topic selected. The literature upon any trade in which a group was interested was collected; the whole problem was discussed in the class concerned; and, finally, the subject became the foundation for the English composition required in the school.

In connection with this instruction drawing and color work were made a feature of the upper grades, and such training was said to serve as an “incentive

to the lower grade boys" who endeavored the more earnestly to obtain promotion. At this point, the question might be raised as to the reason for not introducing this feature in the lower grades, inasmuch as the majority of the boys were paroled long before they reached the upper grades. Perhaps it was considered wiser to employ the time in general lessons upon the "government, history and geography of both state and nation" and upon the important subjects of "patriotism, honesty, manliness and respect for honest labor." Most of these children, it was said, needed no further instruction in the "effects of alcohol and tobacco". The instruction in the two institutions was adapted to those concerned. Indeed, it was declared that "nothing but the domestic sciences . . . should hold a place in the manual training of the girl"; and, while some had developed into school teachers, music teachers, or stenographers, all had been instructed in domestic subjects. This, it appears, was necessary in order to secure a home, since a girl must be "qualified as a domestic" before being acceptable in any family. On the other hand, little difficulty was experienced in paroling boys.<sup>104</sup>

The system of administration whereby the restrictions usual in a penal institution were dispensed with has, at certain times, proved powerless to control a group of the girls committed to the Industrial School. Reference has already been made to disturbances which occurred at the girls' department soon after the Board of Control took over the man-

agement, although the transfer of authority probably had nothing to do with that event. In 1910 another very serious outbreak of insubordination requiring radical measures on the part of the board caused much comment throughout the State. Doubtless the real causes of such an unruly spirit can not be discovered, but in any case it would not have been wise to restore the old methods long since abandoned by modern reformatories. Nevertheless, precautions may be taken, as they were in 1910, to prevent any further contest like the one then experienced. It is difficult, it seems, to establish the truth of the opinion that there is nothing "penal" about these institutions.

During these years a State agent was busy following up such boys and girls as were paroled, and it had become the function of these schools, to a considerable extent at least, to act as temporary homes for a brief training until a permanent abiding place could be found. In this business much skill and tact is required, since the social, moral, and religious life, the intellectual, industrial, and economic training, and the spirit of the home should all be considered. Furthermore, after the placing of the boy or girl in a home the responsibility of the supervisor or agent had only begun, since all the phases of education and training required investigation. How successfully this work has been carried on is evidenced by the testimony of "scores of men in our own state who were inmates at one time of our industrial school."



By 1910 the legislature had provided for additional agents — one for each institution — so that the industrial schools were not dependent upon the same agent as the Orphans' Home. The work of these agents, of course, increased as more children were paroled. For example, there were four hundred and one boys on parole June 30, 1910, as compared with the three hundred and eighty-eight at the same date two years before; three hundred and sixteen had been received by the agent during the two years; and three hundred and three had been discharged or otherwise disposed of — two hundred and twenty-nine being released by age limit.

According to the recommendation of the Board of Control that commitment to these schools should make boys and girls the wards of the State and thereby permit the officials to place them in homes or retain them as seemed best, the General Assembly in 1911 passed a law granting such authority. By this act and another enacted at the same session all boys and girls might be placed with good families at the discretion of the executive officers if such contracts were approved by the Board of Control. No parent or guardian could interfere nor claim any part of the earnings of those so placed, since all savings must be held for the benefit of the child. These acts established the ages of commitment from ten to eighteen.<sup>105</sup>

Following the resignation of Superintendent Fitzgerald from the girls' school in 1909 a woman was appointed—a practice which has been followed since

that time. Something of the change of routine which has occurred since the time when no regular occupation or training for a special work was maintained may be shown by the following account taken from a report submitted in 1912:

We have a domestic science department organized and school opened in September, 1911. Surely no girls anywhere in any school could be more enthusiastic and in earnest than they. We have twenty-four girls in the domestic science class. . . . The first class graduated but seven. This means that each graduate stood the test in cooking, canning fruit, preserving, making jelly, invalid cookery, lessons and deportment during the term, and passed at ninety-five per cent. No one receives a diploma unless we are assured she can prepare the meals and serve the same for a small family without assistance.

Only girls with records of good conduct were permitted to enter this department, and it was asserted that the prospect of taking this course had proved a great incentive. The old dormitory system was being abandoned and it was expected that in the future no such system would be tolerated.

That the boys, too, were receiving practical training is shown by the brief comment in a report that all the composition and press work on the official report had been done by the boys of the printing department of the school for boys. Indeed, the expansion of the industrial training at this institution is evident from the fact that there were not less than twenty heads of departments in 1912. There were then seven family cottages each requiring a manager and matron — a man and wife — upon

whom rested some of the most important responsibilities about the school. Every effort was made to prove that this was not to be regarded as a place of punishment but, on the contrary, "a place where unfortunate and wayward boys may find a home, surrounded by proper influences, where manhood may be developed and habits of thrift, industry and moral advance may be acquired."

The public, indeed, seems to have exhibited a kindly feeling toward the schools, as shown by the reports of agents who were constantly meeting with that side of the institutional work. For instance, in order to overcome some of the disadvantages of occasional visits, the agent had often found a person willing to act as adviser to a boy and to guard his interests. When five hundred boys and about two hundred girls were on parole two agents were wholly insufficient to provide reasonable supervision, to return those who needed further training, and to find new homes for many who were misfits in the families first selected.

In 1912 the superintendent of the boys' department called attention to the conflicts and omissions in the statutes relating to the industrial schools and suggested some changes. Until 1900 the law recognized an Industrial School at Eldora with a department for girls at Mitchellville. At that time a certain section of the *Code of 1897* was repealed, and no substitute legislation was enacted to determine the status of the two schools. Later in the same session the term "Industrial School at Mitchellville"

was employed, and before the legislature adjourned the girls' school was again referred to as a "department". Thus there was some reason for the assumption that there were really two separate and distinct institutions; but the two schools continued to be regarded as one institution with two departments. Furthermore, although the legislation established the minimum and maximum ages at ten and eighteen it was discovered that under the juvenile court law a child of any age under eighteen might be sent to either of these schools. Moreover, crippled, deformed, blind, or deaf children might also be committed to these schools, and an instance had actually occurred as late as 1912 in which a boy who had lost both hands was sent to the institution — not because he was a bad boy but because he had no home and the authorities considered this school a good place for such an unfortunate child. To correct these and other defects legislation was necessary; and it was also recommended that a change be made in the name of the institution. As before, it was suggested that "State Training Schools" was a much more suitable appellation than the name then in use.<sup>106</sup>

The General Assembly in 1913 cleared up some of these inconsistencies by a provision that the industrial schools should thereafter be known as "separate and distinct" institutions; but the suggested change in name was not adopted. The General Assembly recognized the increased cost of living by raising the monthly per capita grant to thirteen dollars for each boy and sixteen dollars for each girl.

It will be seen that this allowance for girls was nearly double the amount specified in the organic act. Furthermore, the expansion in equipment, in the variety of training offered, and in better service of all kinds made necessary expenditures that would not even have been considered in the earlier years.

There was other legislation also which related to the welfare of the girls' school, although it did not directly specify that institution. It will be recalled that in 1900 an industrial reformatory for women was established at Anamosa in order to relieve the girls' industrial school, in some measure at least, of girls who were depraved and incorrigible. But the Board of Control, upon whom the execution of the law depended, refused to open this reformatory, since, in their opinion, the penitentiary building then under construction was in no way suitable for the purpose. It was not until 1913 that any further legislation was enacted. At that time the selection of a new location was authorized and funds were appropriated to build a new plant. Possibly the delay in providing this institution may account for the outbreak in the girls' industrial school in 1910. The complete organization of this new institution under the management of the Board of Control was not provided for until 1915. The reformatory for women makes unnecessary the commitment of the worst class of girls to the Industrial School for girls and thus serves the same purpose relative to the girls' industrial school that the men's reformatory serves in relation to the Industrial School for Boys.

Among the later recommendations made by the Board of Control and the superintendent of the boys' school was one which should have received attention at the organization of the institution, namely, that special attention be given to the physical well-being of the boys. Not one in fifty of those received, it was said, but needed the care of a "physician, the specialist or the dentist", and a majority needed the attention of all three. To be sure, each boy was examined by the school physician at the time of admission; but it was urged that the work must be much more thoroughly done, since good health was essential to the successful work of the school. It is said that "a hungry boy will be a bad boy", and ninety per cent of the boys committed, it was declared, were hungry. The authorities now recommended that the physician, the dentist, the oculist, the aurist, and possibly the psychologist should put the child into a satisfactory physical condition before formal instruction was begun. All this, however, was a recent view of the causes of delinquency and was far removed from the original notion of the functions of reformatory institutions. In 1912 the Board of Control sought the counsel of Dr. Carl E. Seashore relative to the position that a psychologist should hold in State institutions.

In line with these suggestions, which sought to improve the physical condition of the boys, the board planned to erect a gymnasium at the expenditure of \$60,000, the fund to be derived from the millage tax for State institutions under the Board of Control.

The Thirty-fifth General Assembly approved the arrangement, and nothing seems to have been said about extravagance, such as was expressed upon the occasion of the erection of the first considerable building. Perhaps the legislators believed that the money would be invested to better advantage. Finally, the several agencies coöperating with the schools have made the entire Commonwealth a possible contributing element in the reformation and restoration of boys and girls; for it was shown in 1914 that while four hundred and twenty-four boys and seventy girls were on parole and under the agent's supervision, there were at the same time only four hundred and thirty-five boys and one hundred and forty-six girls in the institutions.<sup>107</sup> The enlightened outlook, the development of new methods of management, the search for causes rather than the demand for penalties, and the prevention of recurrence through education point the way to a more humane and successful issue in the reformation of boys and girls, if not of men and women.





PART V  
HISTORY OF THE INSTITUTION FOR  
THE FEEBLE-MINDED



## XX

### ASYLUM FOR FEEBLE-MINDED CHILDREN

After the blind, the deaf and dumb, the orphans of soldiers, and the delinquent boys and girls had been provided for by the State, there remained still another class — the feeble-minded — which required some consideration. The establishment of the institution for the benefit of this class was not, apparently, preceded by any considerable agitation. Possibly the fact that a building and grounds at Glenwood were available and unused at the time had some bearing on the legislative action. At this time plans were being made to close the Orphans' Home at Cedar Falls and to locate another State institution at that place; and so a similar policy with regard to the former home at Glenwood was suggested. Whatever the influences were, definite legislation relative to the two institutions which would occupy the vacated properties was begun in the House on the same day — February 1, 1876. The establishment of the asylum at Glenwood, however, was not at first approved by the Senate, but on reconsideration the bill received a majority vote. By this law the State property formerly occupied by the western branch of the Orphans' Home became the Asylum for Feeble-Minded Children.

The purpose, as set forth in the statute, was "to care for, support, train and instruct feeble minded children" between the ages of seven and eighteen years whose admission might be applied for by parents, guardian, or the county board of supervisors. Parents or guardians, who were financially able to do so, were required to support the children whose admission they requested. If they were unable to pay the entire cost of maintenance the board of supervisors might determine the proportion of the expense to be collected, depending upon the resources of the persons concerned. The State assumed the support of all indigent children of this class and provided for them as in other institutions — on the monthly per capita basis. The Board of Trustees in charge of this institution was limited to three members appointed by the legislature for a term of two years, one of whom must reside in Mills County. They received no compensation, but mileage equivalent to that of the members of the General Assembly was allowed. Their secretary, however, was given three dollars a day when actually employed.<sup>108</sup>

Upon their organization in April, 1876, the trustees found the State property in such condition that its restoration to a habitable condition seemed almost hopeless. Although the buildings had been left in charge of an overseer a little more than a year before, they had been practically wrecked by neglect. And so the \$1000 which had been appropriated to make repairs and to render the place habitable was found to be wholly insufficient. Had no institution

been established here the investment in buildings would have been without return to the State. When the repairs were far enough advanced to insure the opening of the asylum in the fall of 1876, the board issued a circular to that effect (as required by the statute) and asked the press of the State to advertise this fact gratuitously — a request which was generally granted.

In perfecting the organization of this institution the trustees called to their assistance Dr. Charles T. Wilbur, the superintendent of the Illinois asylum for feeble-minded children, who came to Glenwood at the first meeting of the board and aided materially in starting the work right. The trustees were much embarrassed, however, when they discovered that no fund was available from which they could pay even the traveling expenses of the distinguished counselor, and it became their duty a year and a half later to ask the legislature to reimburse him but no item to that effect appears among the appropriations. Dr. W. S. Robertson, who had been credited with originating the institution, was chosen president of the board; Jonathan W. Cattell, secretary; and A. J. Russell, the resident member, treasurer. Dr. Robertson had written Governor Kirkwood to suggest not only the securing of the assistance of Dr. Wilbur at the time of the organization, but also the possibility of naming the latter as a trustee. In a letter to Governor Kirkwood it appears that Dr. Wilbur also offered to meet with the legislature in the interests of the undertaking.

The preliminaries having been disposed of, the important matter of selecting a superintendent was next considered. After due deliberation, Dr. O. W. Archibald, a local physician, was selected. His wife became the matron, and his sister, Miss Maud M. Archibald, after spending some time in familiarizing herself with the methods in the Ohio institution for the feeble-minded, was employed as the principal teacher. Soon afterwards two other teachers were added — Miss Sabrina J. Archibald and Miss Jennie Van Dorin — a number altogether too limited for the nearly ninety pupils then in the school. It is clear that the instruction of such children could not be conducted like that of mentally normal children.

That he might better understand his problem the superintendent had visited leading asylums in other States — New York, Pennsylvania, and Ohio — and it may be assumed that many of the methods used there were put into execution in the Iowa institution. The formal opening occurred on September 4, 1876, when one child was admitted. From that date until November, 1877, eighty-seven more were received — fifty-two boys and thirty-five girls. Of these only six were supported by parents or guardians, and consequently among the first recommendations made was one asking that an amendment be adopted making the institution entirely State supported, unless those responsible for the child were possessed of a fixed amount of property. As the law stood, it was said, some who were entitled to care would be excluded. As in the case of the other

charitable institutions, the legislature was at once asked to provide more farm land, more room for the hundreds of children waiting for admittance, more teachers, more attendants, more furnishings, and more money for support. This was to be expected, inasmuch as even the ordinary necessities had not been provided for this institution.

With few exceptions the eighty-eight children in the asylum during the first year had never before attended school and hence little instruction was attempted until some sense of "order, manners and obedience" had been secured. At the end of the first year there were four classes in reading, but none above the third reader in which there were eight; five had reached the first reader; eleven could read from tablets "all words of two letters and many of three"; while all the remaining sixty-four, who were learning words only, constituted one class. From the beginning much was made of physical training, and exercises in time movements played an important part in the daily routine. The superintendent called attention to the need for buildings adapted to the training of such children, since their instruction required "noise and show" and certain other unusual features. The teachers here had an endless daily task, for many of these unfortunates were wholly irresponsible even in caring for themselves. Hence, the first efforts were directed toward making the individual (each one requiring special consideration) more self-reliant and sensible of moral obligations, and at the same time inducing a "ca-

capacity for useful occupation." Persistence in this direction, it was claimed, had accomplished great changes — as the experience of other States had shown — and there was evidence to support the claim that a "large percentage" of the feeble-minded could be made industrious and self-supporting.

No other institution of the State established for the betterment of unfortunate or neglected children met a more insistent need than this home for the feeble-minded; and yet, as mentioned above, there seems to have been little agitation for it. The demonstration of the first year of operation was sufficient to convince the legislature of the demand for such an institution, although it may not have been foreseen that it would include so large a class as the law now recognizes.<sup>109</sup>

In his message of 1878, Governor Newbold commended the work already done and endorsed the requests of the officers for more generous support. It had been shown, he said, that the institution had not been "opened a day too soon". Moreover he had learned of some "surprising results in individual cases". Since this institution received children varying "from a low order of mentality to those of utter helplessness", it was clear that a more liberal allowance for care must be made than for other charitable organizations of the State. The legislature, however, was not moved by these arguments to do more than absolute necessity required. A building for the school and gymnasium to be constructed at the modest expense of \$3500 was the largest item



in the total appropriation of \$11,600 for the next two years. Attention was called to the need of a room for the special work of physical training, although this was a feature not usually suggested until late in the history of the other State educational institutions.

An entirely new Board of Trustees was chosen by the General Assembly in 1878, necessitating a reorganization with inexperienced members. Their functions involved an inspection of the entire plant, the election of a superintendent and assistants, and the application of the funds at hand — duties which they proceeded to carry out promptly. On assuming their duties in April, 1878, they found ninety-five children in the asylum. This number had increased to one hundred and forty-five by October, 1879, so that quarters were "crowded to excess" while more applications for admission were coming in daily. The situation required a frank statement of facts to the effect that if the Commonwealth intended to continue the "benevolent doctrine she has always advocated" there could be no hesitation in making abundant provision for these most unfortunate of all children who were a burden to any community. There was no longer any doubt about the possibility of benefiting these children if they could be given competent instruction. The public school, however, could not handle the problem, and hence the State as a whole must provide the necessary training.

Among the measures suggested to secure greater economy and a more satisfactory environment the

board recommended a farm of two or three hundred acres in place of the sixteen acres of poor land then owned at this plant. Among the boys of this institution there were many who could best be employed in this way. Indeed, the removal of the institution to some more suitable location, to some rich and fertile farm in the central part of the State, was urged by the majority of the board. Several reasons for this proposed change were enumerated, any one of which would appear to have warranted removal. For instance, it was shown that there was no coal in that section of the State; that wood was the only fuel available; that the water supply was inadequate; and that the land was exceedingly poor. The original site was not desirable and was so unhappily chosen that prior to the construction of the new building the superintendent, under the instruction of the new board and by the advice of the Governor, had advanced the money from his private funds to purchase two acres of ground upon which to build. Such was the opinion of two members of the new board, but the third trustee, E. R. S. Woodrow of Glenwood, dissented and declared that these objections could all be overcome by the purchase of land contiguous to the institution. The abundance of cheap wood he considered a sufficient reason for disregarding the lack of a coal supply, and the healthful environment at Glenwood was not to be overlooked.

The impressions gathered from the history of this recent institution for the relief of unfortunate childhood are depressing, for the most part, since so many

of the inmates are hopelessly defective. To teach in such an atmosphere requires patience, persistence, considerable courage, and much of the missionary spirit. The real situation is revealed in the description of the instruction in 1879 — three years after the opening of the school. In the most advanced grade consisting of twenty-nine pupils — sixteen boys and thirteen girls — all could talk, it was said, except one, who was unable to formulate sentences and therefore could not read, count, and add like the rest. A class of five had in one year gained a knowledge of counting and adding to some extent, and of reading in words of two and three letters; and they were able also to write after a copy. Eleven pupils, after two years of instruction, could read quite accurately in the second reader and write letters home. From an idle, indifferent, and inattentive group they had become in some degree active and industrious, anxious to please, and proud of their work. Another class, then reading in the third reader, had scarcely been able to make themselves understood when they entered the asylum.

It is said that arithmetic seemed difficult to most of these children, while practically all enjoyed singing and gymnastics. Some of the impediments to such instruction may be surmised from the statement that at first the children could not “speak words together, much less to sing them”. Nevertheless, constant training for months resulted in some success, not only in singing, but likewise in better articulation and in developing the memory. Al-

though it required three months to establish the simplest movements in calisthenics, a single movement mastered hastened very materially the learning of the next. This feature of the instruction, including dancing, was mentioned as being particularly attractive to the feeble-minded children.

In grade B there were twenty-five pupils — sixteen boys and nine girls — who pursued the same subjects as the A group, but it was evident from the facts set forth in 1879 that the instruction could not proceed by classes. Indeed, it was explained that “only in a very few things” could there be group exercises, since individual attention and constant effort were essential to any advancement. Grade C had an enrollment of thirty, three of whom were mutes, and all were making some progress in their school work. Grade D, the lowest of the four groups based, it is assumed, on intelligence, contained thirty-eight children. No attempt was made to instruct these unfortunates beyond good habits of order and cleanliness. A year before this information was submitted all these children had been described as “sad, utterly listless, and uncleanly in all their habits”. Fifteen had learned to talk; fifteen could hear and understand but could not talk; two were deaf and dumb; and six could speak only a few words. From this brief summary one may readily understand the problems confronting the teachers and caretakers.

In this scheme of training nothing definite relative to the future of these individuals had as yet been proposed. In fact it was unlike other educational

institutions so far established in the State, inasmuch as they were expected to prepare their inmates for a return to social conditions and to homes; whereas it was almost certain that a majority of the children admitted to the asylum for the feeble-minded would in all probability remain in some institution indefinitely. There was, however, even as early as 1877-1879 some suggestion concerning farming lands and shop work which it was hoped might ultimately fit many of the feeble-minded for self-support. But this provision it was admitted would affect the boys only, for it was manifestly impracticable to provide industrial training at the institution to make the girls self-supporting.<sup>110</sup>

In 1880 the matter of removing the asylum from Glenwood to some other point in the State was passed upon by the trustees, who, as shown, were divided on the question, by the legislative visiting committee of three members who agreed, by a special legislative committee of five members who disagreed, and finally by the legislature which, of course, never could agree. The regular visiting committee from the legislature concurred in the views of the majority of the trustees that it would be unwise to invest any more money than would "just suffice for present necessities" and that the General Assembly should decide at once relative to the permanent location of this institution. There was no longer any doubt concerning the duty of the State to maintain it liberally.

The special committee appointed "to consider and

report upon the question of the removal of the asylum for feeble-minded children at Glenwood, whether or not such removal was desirable" presented both a majority and a minority report. The former emphasized the need of more good land, since they believed that "the variety of work in gardening and farming occupations, much of which requires neither skill nor very much judgment, is the best employment for feeble-minded persons", and such labor would aid in supporting the institution. There were indications also that as the work became better known a "higher grade of feeble-minded persons" would be sent to the school, and it was felt that provision should be made for their physical as well as for their mental welfare. The land about the site then occupied was rough and unsuitable for the agricultural work in view. Furthermore, when the location was first made the whole undertaking was more or less experimental, the buildings owned by the State at Glenwood were used without being adapted to the purpose, and the improvements made were insufficient to care for the five hundred feeble-minded children expected within a short time. And finally, it was asserted that "for the perfect success of the institution in the purposes for which it was established, its removal is an absolute requisite."

On the other hand, the minority of the committee set forth the following reasons why the plant should not be removed. The policy of locating institutions in different sections had been adopted, and there were only two — the institution for the deaf and dumb and the school for the feeble-minded children

— in the western half of the State, while many millions of dollars had been invested in the eastern section for public institutions. There was no ground for the least complaint in the matter of healthful location, water supply, and fuel. The question of drainage which had been raised by the trustees and by the majority of this committee was easily remedied. The present site was considered better than the average of other State institutions, and the members declared that “judging the future by the past . . . . we believe it to be better than would be secured by a re-location. While an individual mind might perhaps have selected better locations for every public institution in the State, we are satisfied that in the scramble of different localities the chances would be against securing a better location for this institution by legislative action.” The land that was already available at a moderate price was better than the average of the “rich prairie land of the State”, even if this was considered a vital matter, which the two members of the committee doubted. Indeed, they seemed to have little faith in the ability of the boys of this type to conduct farming operations, believing that they would require so much supervision that the cost would exceed the profit. And finally, the removal would leave vacant a State property valued at \$40,000, all of which would have to be replaced on a new site. Besides, the land then occupied had been donated by citizens of Mills County — a fact which, it was urged, should have some weight.<sup>111</sup>

Governor Gear referred briefly to this matter in

his first biennial message in 1880, but made no recommendation. The legislature, he declared, must be the final authority in the controversy. By a law approved on March 26, 1880, four years after the organic act, the institution was finally "established" at Glenwood and it was provided that the State property there was to be devoted exclusively to its use. By the same law another uncertainty was removed, and in all charitable cases counties were required to provide the expenses of transportation and clothing. The terms of the trustees were so arranged also that one would retire biennially, each one serving six years.<sup>112</sup> Thus these several differences were legally adjusted; the future development would depend upon the management and upon the liberality of the Commonwealth in providing for the large numbers which were even then seeking admission.



## XXI

### EXTENSION OF THE WORK

By October, 1879, nearly two hundred children were enrolled at this institution, while two hundred more were on the waiting list. Since quarters had been prepared for only about one hundred and forty it will be readily understood that the accommodations were much overcrowded. This situation, so apparent to all connected with the management of the institution, was presented with some force to the next General Assembly. In addition to the lack of space, the institution was handicapped by its limited income. So scant, indeed, was the appropriation that the trustees were compelled to ask the superintendent, the matron, the bookkeeper, and the four teachers to conduct the work without the immediate payment of salaries, in order to maintain the food and fuel supply and avoid a debt which was not permitted. Furthermore, the kind of food provided for the children was not creditable to the State.

At this time the trustees called attention to the apparent injustice prevailing under the statute which required parents and others in authority over children to provide for their support if they were competent, while the State assumed the responsibility in indigent cases. This was deemed unjust because

it compelled those who contributed to the treasury of the State through taxes to maintain their own unfortunates, while others who contributed nothing were free from such obligations. No other charitable institution, it was asserted, was thus supported; the principle was wrong and the practice could not be continued without violating the rights of certain citizens and the "theory upon which such noble charities are established".

The temporary status of the asylum having been ended, it was to be expected that whatever additional plans were made would stand as permanent policies. And so new buildings and more land were again among the enumerated needs. It is quite evident that only those in charge fully realized the situation in 1881, when all were sacrificing to continue the work until further provision should be made to meet actual necessities. It had been impossible thus far to employ an adequate teaching staff, to say nothing of the very many attendants who were absolutely required — altogether not less than thirty being the minimum number of employees. The compensation of all those employed was decidedly meagre and the work was unusually difficult.

In 1881 the superintendent defended the aims of the asylum and set forth its accomplishments after five years of operation to meet some criticisms which, it appears, all charitable efforts must at some time endure. The "testimony of parents and friends of our pupils and the universal expressions of approbation from the visiting public are", he said, "far

more weighty evidences" of the good being done than any statement from an officer. Some people, it seems, had doubted the value of any school for academic instruction in connection with the administration of the institution, considering it only a useless expense — although every institution of this kind had, without exception, regarded a school as the leading feature of its work. To support this assertion there were practical demonstrations of the results already accomplished through the school under conditions which required four teachers to instruct nearly two hundred children — a number considered far too great even with classes of normal pupils. In this report reference was made to the recent exhibition of "*selfish* or *sectional* interest" which had drawn the attention of people away from the real purposes of the asylum. The three hundred and ten applications then on file showed without further comment the actual necessity for the rapid development of a home for feeble-minded children. Indeed, the whole plant seemed hardly begun, if the extended description of necessities enumerated by the superintendent are indicative of the real situation.

The legislative visiting committee in 1882 recognized the claims presented and commended the work carried on under the difficulties just mentioned. The members were convinced that more land was essential; but buildings were urgently needed to provide for comfort and sanitation, and it was considered impracticable for the State to comply with all re-

quests. Nevertheless, it was recommended that a small adjoining tract should be obtained, making forty acres in all, for a garden, pasture, and play grounds. The committee observed that if the State was "not too illiberal with this institution", it would become in a few years almost self-supporting. It is apparent also that the members of this body paid special attention to the school work, since on their return to the General Assembly the following report was presented: "We, therefore, having carefully examined the work of the instructors, who are under the management of the Superintendent, having witnessed the different exercises of children that entered the institute unable to either walk, speak, or feed themselves, but can now intelligently perform all these acts; having heard others read and recite who entered the institution imbeciles; also the reading, writing, and physical exercises of those who four years since were a burden to those responsible for bringing them into existence; as well as scores of other almost phenomenal wonders performed upon those most unfortunate of all the unfortunate of our race, cheerfully recommend" the appropriations which were named in the report.<sup>113</sup>

Although the committee commended the management, Governor Gear regretted the fact that he could not do so in the matter of economy in expenditure. He and the Auditor of State had been commissioned by the Executive Council to examine personally the accounts to determine whether the trustees should be allowed to incur a debt. The trustees had been

summoned before the Council and asked to show their reasons; whereupon the request had been unanimously refused and the Governor had directed the president of the board to economize. As a result of this action salaries were held up and the living expenses were reduced to the lowest possible amount. Governor Gear also noted the fact that there were thirty-five employees for less than two hundred children in the institution — a number considered by the Council as entirely unwarranted. It will be observed, however, that in every instance the officials at Glenwood had recognized and explained the peculiar nature of the work, which required much individual attention for each child. It should be said, however, that the Governor found no fault with the demand for the enlargement of the accommodations and he concurred in certain proposed amendments which would more nearly harmonize the laws relating to charitable institutions.

In 1882 the legislature rewrote the law governing this institution and the name was changed from the "Asylum for the Feeble-Minded" to the "Institution for the Feeble-Minded". Its mission was "to train, instruct, support, and care for" feeble-minded children, including also idiotic children for whom a "custodial department" was to be provided. Furthermore, the minimum age of admission was changed from seven to five years, and it was made the duty of the county superintendents of schools to inform the superintendent of the institution concerning any child of school age who, because of "feeble mental

and physical condition", could not profitably attend the public schools. As in the provisions governing other institutions of this class in the State, any child might be returned to his family whenever the trustees should so order; but it was recognized that there could never be any reason for a home-finding agent connected with this work. Thus, by these and other amendments the omissions in the original act were corrected. Contrary to the recommendations of its own committee the Nineteenth General Assembly appropriated over \$50,000 to further equip the plant, to buy land, and to provide buildings on the cottage were not only authorized but required to employ the plan. In the investment of these funds the trustees "labor of the inmates" in so far as their health and best interests would permit.<sup>114</sup>

Accordingly, the instructions of the legislature were carried out under the direction of a new superintendent, Dr. F. M. Powell, who in 1882 had succeeded Dr. Archibald, who had resigned. A farm of one hundred and eighty acres was now available, and the income from this source aided materially in reducing expenses. In June, 1883, there were two hundred and thirty-nine feeble-minded — one hundred and fifty-nine boys and eighty girls — in the care of the institution, while census reports showed over twenty-three hundred of this class of children in the State. Altogether seventy-six counties had sent one or more such unfortunates; two had sent fourteen each; and three others had contributed ten, twelve, and thirteen respectively. Such data was

submitted for the sole purpose of setting before the State authorities some idea of the enrollment which might be expected in the future if the plans of the trustees for this institution could be carried out.

The superintendent estimated an institution population of not less than six hundred in the near future. During the two years, for which he was accounting in 1883, the admissions had been limited to those who had been promised a place, to some who because of their higher grade of intelligence would be the least expense and care, and to others whose circumstances made public care imperative, so that only about two-thirds of the applicants had been received. A most important feature of the management in such institutions, which had so far been prohibited by the conditions, related to the proper classification of the children. Successful instruction, it was affirmed, would require the segregation of groups at the earliest opportunity.

Five teachers were now employed for the two hundred children in the educational classes, one hundred and twenty of whom were taught by means of object lessons. Attention may be called to the work of the most advanced class, including probably thirty pupils, who read in the third and fourth readers, had exercises in the fundamentals of arithmetic, and were given oral lessons in geography, history of the United States, vocal music, and articulation. Calisthenics, it was repeated, constituted an important part of the training in all grades, since upon such concert exercise depended the development of atten-

tion, the stimulation of effort to excel, and in fact the furnishing of "that essential mental and physical discipline which becomes the foundation" of whatever was to be accomplished "in the way of permanent improvement."

The care of the two hundred and fifty feeble-minded who were present in 1884 seemed to require forty-nine persons in all grades of supervision, instruction, and in skilled and unskilled labor. The visiting committee in 1884 asserted, however, that there were no more than were "*absolutely necessary*", while the "price paid is really a poor compensation when considering the constant vigil necessary to properly control and care for" those "whose every movement must be directed by some one of the teachers or other employees." In the opinion of the committee the "institution should be made perpetual and so enlarged at the earliest possible date as to accommodate all this unfortunate class" not so much as a charity but as a matter of public safety. Nor was it anticipated that the State would be able to educate or train these persons for a time and then turn them back to society, since this would only increase the dangers. In this connection it was suggested that many of the inmates might be profitably employed in productive labor, with less attention to formal instruction, inasmuch as great effort characterized the work in intellectual training with only meagre results. On the other hand, it was believed that the industrial side might be managed more acceptably and that all able-bodied persons



might be taught to serve in some capacity, while the hopeless cases should be retained permanently and provision should be made at once for these and such others as would be admitted.<sup>115</sup>

The legislature in 1884 allowed for improvements nearly \$70,000 — of which \$50,000 was to be expended for buildings which were badly needed since by the end of the fiscal year in 1885 there were two hundred and fifty-nine children present. The school enrolled about two hundred under six teachers, while fifty-four inmates were in the asylum or non-improvable division — the hopeless group which, unfortunately, would be diminished only by death. Their physical condition eliminated any chance of intellectual advancement, and there was a growing conviction that these should be permanently segregated. A more effective application of productive labor had been undertaken, and the superintendent anticipated further developments as soon as facilities were provided. Boys who had accomplished all they could in the school were now ready for a regular occupation, which had been provided in the shops for shoe-making, broom-making, and carpentering. But the farm and garden were still the most hopeful sources of profitable instruction, and consequently, as the labor increased through the discharge of boys from the school into the industrial department there would be a demand for a much larger farm. It is quite evident, however, that the present holdings of real estate were not at all anticipated.

Eight years had passed since the organization of

the institution and the trustees seemed to believe that the legislature had been indifferent to its interests only because its members were unacquainted with the purposes — which were characterized by those associated with the management as “a work which appeals to humanity”. It was said in 1886 that about one child out of every twenty-five enrolled, after years of training in such an environment, might be able to return to the usual surroundings and thereafter to maintain himself. The other twenty-four were destined to remain dependent and helpless for life. The committee which reported the conditions to the legislature that year recognized the claims of these unfortunates upon the State and recommended the most generous treatment possible. In this connection the same procedure that had been found necessary in financing other institutions, whereby support funds were separated from ordinary expense accounts, was suggested. In an institution where one employee for every five children was necessary, the evils that might arise from a per capita appropriation for all purposes may be readily understood.<sup>116</sup>

In 1887 the trustees first mentioned the fact that adults were “accumulating in the wards of the Iowa Institution”, and the question of how far the State should go in providing a permanent home was raised. At the beginning a satisfactory classification was wholly impossible and only two divisions had thus far been recognized, namely, the improvable or educable group and non-improvable or asylum division.

Three hundred and thirty-one inmates were enrolled in September, 1887, and of these ninety-five belonged to the second group mentioned — the division from which the increasing adult population, noted above, was developing. It should be said that of those discharged from the school during the previous two years twenty-four were greatly improved and fourteen moderately so, eighteen were slightly benefited, and twelve not at all. During this time eighteen had died, and there were eighty-four in the wards who, if rightfully cared for, should have been housed in a hospital building. The situation illustrates the inability of the State to keep pace with the demands made upon it. One hundred and sixty-eight had been received during the biennium — the largest number thus far during the same period of time.

The school was now organized into seven divisions — five grouped on the basis of mental capacity and two requiring individual instruction. For the latter, special teachers were employed, and it is assumed that in this group belonged such as were unable to make any advancement. Eventually these would be added to that never-lessening group of hopeless cases. An evening school was maintained for the adult population who had passed through the regular classes. Manual training was being developed; and, besides the farm and garden, the industrial department including brick-making, and other industries already mentioned for boys, sewing classes for both boys and girls, art work, and the

different occupations connected with the domestic service for girls. The expansion of this work to meet the various kind of labor at hand seemed most desirable if the most satisfactory results were to be secured. According to the list of those working, more than one hundred and fifty children were at some time during a single month assisting in the general work about the institution; but this did not accomplish the purpose of keeping all the inmates occupied during the working hours of the day.

Two years later there were four hundred and thirty-two to care for, which made the problem of employment still more insistent. Twelve teachers were then engaged in the educational division, while there were eight managers of departments; and altogether it required eighty-two persons to conduct the affairs of the institution. The total monthly expense for salaries was about \$2100, but the State provided living also for practically all of that number. Three divisions—the educational, including the industrial; the asylum or custodial; and the hospital division—were now recognized; it was planned that each would, in time, be assigned to a definite group of buildings. The fact that one group called the “epileptic family” included more than seventy-five persons was reason enough for a hospital division, while the increasing number of non-improvable was provided for in the custodial or asylum division.<sup>117</sup>

The buildings and equipment seem to have caught up with the number admitted so that there was a

reasonable room for the four hundred and fifty-seven persons who were present in June, 1891. The chief concern of the superintendent related to the classification of the whole institutional household that there might be special departments for the non-improvables, the adult imbeciles, and the epileptics. The latter class now numbered one hundred and thirteen, and for these special legislation was recommended, since it was urged that they should not be forced into this institution to mingle with other feeble-minded groups. Eleven persons had been transferred to the hospital for the insane, and during the same biennium twenty-two boys and nine girls had been discharged as qualified to support themselves. Attention was again called to the prospect that the "greater per cent will need life-long guardianship."

More land had been purchased and twenty-four of the older boys were employed on the farm. They lived in a special cottage and took their meals with the farmer's family. The brick industry also required a number of such workmen, for 900,000 bricks were made during the two years ending in June, 1891. The expansion of other lines of manual work was only awaiting greater facilities. Of all the means employed to instruct in vocational pursuits, however, the "farm, garden and horticultural departments" were the most profitable to the institution. The educational division, which rightfully included the industries just named, had ten classes of children in mental training, grouped as near as

might be according to ability. There were no changes, however, in the methods employed in this department which was considered the "central and most interesting" and was regarded by the parents as the greatest source of hope for their unfortunate children. The school program was arranged on much the same plan as one for normal children, although more time was devoted to physical activity and there was a regular daily schedule for instrumental music. A band was also maintained.

Since the Twenty-fourth General Assembly had made no provision to extend the accommodations, the trustees announced in 1893 that no more children could be received. Furthermore, they agreed with the superintendent that it was inadvisable to admit any more of the epileptic class until suitable quarters separate from the remainder of the inmates had been arranged. To meet this demand and provide better accommodations they requested \$80,000 for a building. It was shown that there were in the State more feeble-minded than insane, yet the former had not received proportionate consideration. At this time the colony plan for epileptics — organized in Iowa in 1916 — was proposed and attention was called to its success in Ohio. As already pointed out, however, the superintendent prior to this time had recommended special legislation for this group of defectives. When the visiting committee investigated the needs enumerated above, there seems to have been no hesitation in approving the entire list of appropriations requested — the whole approximating

\$100,000 — since the committee placed the institution among the first which deserved liberal treatment on the part of the State. Possibly this expression of approval was called forth by the fact that four hundred applicants were waiting to be admitted, over two hundred of whom were eligible without further investigation. It should be said also that, since some had made application who were beyond the maximum age of eighteen, it was recommended by the superintendent that the State should provide as early as practicable for the admission of adults — a suggestion which was subsequently repeated until the law was so amended.<sup>118</sup>

By the close of the biennial period in 1896 there were five hundred and seventy-four persons — an increase of nearly one hundred in the two years — in the institution. This increase was made possible through the addition of quarters for asylum cases, thus permitting the admission of new entries; it was due in part to the accumulating adult population made up of the class that could never be discharged. About half of the total number were in the school department under the instruction of twelve teachers, who for their own instruction were following a prescribed course in study in “psychology, physiology, institution history and work, and pedagogy.” For fifty of the younger children two experienced kindergarten teachers were employed, while all above the kindergarten age, capable of physical labor, were detailed as usual for work in some industry. Along with this routine, there was provision for entertain-

ment, two evenings each week being set apart for this purpose. An effort was made to provide as many of the comforts of home as possible.

Although the governors of Iowa had commended the institution and endorsed the official recommendations made at each session of the legislature, none, up to 1896 at least, had so seriously considered the matter as did Governor Frank D. Jackson. It was his conclusion that there were not less than twenty-eight hundred persons in the State who were properly classed as feeble-minded, while about six hundred of these were at that time in the institution. Personal observation led him to recommend a change in the statute whereby many more might be admitted. Moreover, he most earnestly insisted that it was the function of the State to protect society; and, therefore, until colonization of certain classes should become an actuality, he believed that the scope of the "institution at Glenwood should be extended by the opening of its doors to those of all ages". If necessary, the purchase of additional land was recommended.

Early in the year 1896 the usual committee from the General Assembly inspected the institution, and in its report there is evident much of the same sentiment expressed by the Governor. Indeed, it appears that the period was marked by a better understanding of the real purpose of such an institution. Although this institution was originally established as a charitable undertaking with the hope that it would be able to educate a particular class, this view



had gradually changed until emphasis was placed on the greater and much more comprehensive interest of society in general. The members of the legislative committee endorsed "all that has been said in prior reports as to the patience, Christian charity, self-denial and faithful work of the officers, assistants and corps of teachers". "The task", it was said, "to one not experienced in such work would seem appalling, for the pupils are of every grade of intelligence, many of them unable to make intelligible, articulate sounds; many unable to draw a straight mark . . . requiring months of patient training to enable them to distinguish the simplest forms or appreciate the value of numbers, and yet the progress made by these patient, untiring teachers is wonderful . . . the perfect method and order which pervades the whole institution, and the manners of the pupils would do credit to many of our public schools and institutions of learning". This, to be sure, refers to the educational division which included about three hundred children: the distressing state of the helpless group in another division presented a more depressing aspect.<sup>119</sup>

In 1896 about the time the ten months' session of school was to open, the institution lost the main building by fire and the whole organization was thrown into disorder. Nearly four hundred children and seventy-five employees, as well as the entire administrative force, were without a home except in crowded temporary quarters. Deeming the school department of great importance to the spirit of the

whole institution, it was reorganized as early as possible; but not until the January following was it in full operation. At the close of this period in June, 1897, there were about seven hundred persons enrolled. The equipment had practically been restored through emergency appropriations by the Executive Council and by the legislature during the extra session in 1897. With the legislation of 1898 the institution passed from the authority of the Board of Trustees to the State Board of Control.<sup>120</sup>

## XXII

### EDUCATION AND SEGREGATION

When the Board of Control assumed the direction of the Institution for the Feeble-Minded its needs were stated without hesitation. It was anticipated that there would be no questioning of the recommendations, which included items either not before considered or which had been postponed because no one believed they would be approved. Thus a new hospital must be provided; a pathological laboratory needed to be equipped; a new cottage for boys required about \$20,000; many minor improvements in the domestic service involving considerable expenditure were necessary; and finally not less than four hundred acres of land should be added as soon as possible to the three hundred already owned.

On June 30, 1899, there were eight hundred and fifteen persons in the institution: three hundred and thirty-seven in the school division, two hundred and eight in the custodial division, and two hundred and seventy in the asylum division. Those in the first group were pursuing the industrial work in increasing proportion, both boys and girls having definite hours for such activities. Little more need be said concerning the other divisions, inasmuch as they were now established as a permanent part of the

plant and their status would probably remain the same. Every county now had from one to twenty-eight persons in some division of the institution, and Superintendent Powell again enumerated the reasons — some eighteen being specified — why the State should provide a colony for the epileptic group.

The Board of Control utilized the labor of the inmates in constructing the buildings and in making the brick required for this purpose to such an extent that the State obtained values "far in excess of the appropriation". Never before, it was said in 1901, had as many able-bodied boys or men been given employment at such an Iowa institution, and that probably no other institution had "manufactured all the brick that has entered into the construction of its several buildings, since its organization." Under the direction of the Board of Control printing was introduced and a few of the more capable of the pupils were set to work at the new trade. It was not long until the printing for the institution was all done by its own press. Along with this promotion of the industrial work there was inaugurated a system of compensation in the form of monthly payments to certain capable workers who had completed assigned tasks. In 1901 there were one hundred and thirty on the pay roll, although \$1.50 was the maximum individual monthly payment. This was distinctly educational in its purpose, and was intended to train in self-reliance and self-help. Any method which might make some of the children self-supporting and thus aid in relieving the pressure

for room among the population which numbered nine hundred and thirty-five in 1901 seemed justifiable, for the outlook gave no indication that it would ever be less.<sup>121</sup>

The recommendation of officials that adults should be received at this institution was acted upon in 1902, when an amendment providing for the admission of women was adopted. During the same session over \$100,000 was appropriated for buildings, land, and improvements. Such action supports the assertion of Superintendent Powell that a new view of the function of the State in handling this problem has developed in many sections of the country. Although the amendment slightly increased the number of admissions, the additional room provided produced a much more comfortable environment than at any time in the history of the institution. There were nine hundred and eighty altogether in 1903, but only fifteen of these were over twenty-one — the maximum age of admission established by the *Code of 1897*.

At this time attention was called to the organic act which set forth the primary object of this institution as the "educational or training feature"; but this, it was argued, could not mean that a child which properly belonged in the institution should be returned to the social organization of normal persons. Indeed, permanent guardianship in most instances would be necessary, although some advancement had been made in the studies of an elementary school and in handicraft. Nevertheless, the "insti-

tution life" was measured by the "standard of the school department" which included very many occupations. A change had been made, however, so that teachers were devoting less time to purely intellectual instruction and more attention was being given to the coördination of the two departments — the educational and the industrial. Such was the situation after twenty-one years of supervision by Dr. Powell who resigned his post in 1903. His assistant, Dr. George Mogridge, the present head of the institution, succeeded him.<sup>122</sup>

The years immediately following these events were not noteworthy. The juvenile court law, and the action of the Thirty-third General Assembly in so amending the statute that men as well as women might be received had operated to hasten the filling of new buildings. About 1909 plans to establish a psychological laboratory were instituted with a view to the more scientific grouping of children as well as for research. As before, the school demanded an increasing number of teachers, not less than twenty being employed exclusively in this division in 1908-1910. At least six of these were conducting primary classes and no pupils were classified above the intermediate grades of the public schools. In answer to inquiries the principal teacher has described the purpose and methods as follows:

The aim of our school work is to teach such things as will be of use to the mentally feeble children at the institution when they reach maturer years. We strive . . . to make them feel that they can do something well and be of

some use. Such branches are taught as in the lower grades of the public schools. Few . . . have the mentality to apply more advanced knowledge in their daily lives. Pupils are promoted . . . as soon as they are qualified . . . many cannot be trained by or through books alone, hence manual training in some form is largely utilized . . . it is a means of holding attention, awakening and sustaining interest. . . .

General educative methods are similar to those employed in teaching normal children. Processes are, however, simplified, study periods are shorter and more varied, the fatigue point being soon reached. The steps are slower, and repetitions are without number. . . . An important part of our training is found in the kindergarten methods. . . .

The school routine is supplemented by general lessons. . . . In the early spring, seeds are planted. . . . Later gardens are planted . . . children are given a small plot of ground for an individual garden which is arranged according to their own ideas. In 1910 sixty . . . competed for prizes. . . .

All children in the school department have physical training from three to five times a week. . . . The gymnastic work of the higher grade children approaches the normal, and we find as a result of this training that there is often a mental awakening in the lower grade child, — that some of his physical crooks are straightened out and his gait improved.

The instruction included drawing once each week, and from those showing ability in this line classes in art work were selected. The lighter industrial work being introduced early, such persons as gave evidence of capability took up wood work. All girls

had sewing lessons, and the first steps in the organization of a "complete domestic science department" were taken in 1910. Nor was music neglected; those who showed any ability in this line were given additional training. Both boys and girls constituted the orchestra and each member received daily private instruction. Teachers have said that seventy-five of these children were successful in presenting a Christmas operetta, while another group took part in a woodland play in the grove near the institution.<sup>123</sup> At the inception of this institution such developments of even a small group were not considered probable.

Over thirteen hundred persons were to be provided for during the biennium 1910-1912; and about this time a new class, the defective delinquents from the juvenile courts and from transfers from the industrial schools, were accumulating to such an extent that separate divisions were considered necessary. Moreover, it was felt that from this time on there would be a more careful discrimination by the courts in committing children, so that many persons formerly sent without delay to the industrial schools would be adjudged feeble-minded and treated accordingly. Later, however, attention was directed to the juvenile court law, which required the release of all delinquents at the age of twenty-one and eighteen respectively. It was suggested in 1912 that this law be amended so as to permit their detention at this institution indefinitely. There were seventy-four of that class in 1914. The psychological laboratory,



inaugurated in 1910, had been in operation only a short time under a specialist, but the medical staff and teachers of the institution carried on the work mainly, it is said, among those of the school division. Of the thirteen hundred and seventy children present in June, 1912, only five hundred and twenty-eight were in the school department, consequently the great majority were not subject to this investigation. In connection with such efforts at adaptation, special training for a class of feeble-minded deaf who had been segregated brought quite surprising results, and this suggested a similar provision for the blind.

The legislation in 1913 and the years immediately preceding was mainly, if not wholly, concerned with providing means to equip the institution. Large sums were necessary to provide accommodations for over fifteen hundred persons, including employees, and so in addition to the special tax levy for buildings at such institutions other appropriations were made, notably \$125,000 for the completion of the girls' cottage. The institution farm had been enlarged from the original sixteen acres contributed for the Orphans' Home by citizens of Mills County to over one thousand acres. A fine herd of seventy-five cows supplied the children with dairy products.

After repeated suggestions by officers connected with the Glenwood institution, the State in 1913 authorized the segregation of the epileptics, about three hundred of this class being at that time in the custodial or hospital departments. The latest legislation that may operate to benefit the children of the insti-

tutions directed by the State Board of Control relates to surgical treatment in the medical college hospital at the State University. And the board is empowered to send the children from the institutions without the intervention of a court.<sup>124</sup> Thus the experience of institutions and the enlightened attitude of men toward the functions of the State has wrought marked changes since the establishment of this philanthropy. With a material equipment valued at over a million dollars, sufficient to house at least sixteen hundred persons, and an organization supervised by specialists the contrast with the beginnings is striking.

Reference has been made — especially in connection with the opinion of legislators — to the views that such institutions might in time become self-supporting; but it is quite clear that the work was not understood by those who expressed this hope. Even the changes in names that have occurred reveal a different conception of the work; and its development has been such that under certain conditions an unfortunate person may now be cared for in several institutions from the cradle to the grave. This is made possible by the unity of control which places several institutions under one management and permits individuals to be transferred from one to another. Thus the charitable and penal institutions may be viewed as a single great institution composed of many branches in various parts of the State. The policy differs according to the class of children under consideration. In one institution an effort is made

to push children through a preparatory training as brief as may be consistent with the purpose in view, and thereafter to find places for them as members of normal homes. In another, self-support and moral training is the aim; and in yet another the effort is directed toward intellectual growth, in spite of physical infirmities of the senses. The Institution for the Feeble-Minded, however, offers the least hopeful outlook for the hundreds of defective children committed to its care. This is no fault of the institution or its management: it is merely an application of the law that mind is absolutely essential to human progress.



## NOTES AND REFERENCES



## NOTES AND REFERENCES

### CHAPTER I

<sup>1</sup> *Laws of Iowa*, 1848-1849, p. 148; *Laws of Iowa*, 1852-1853, pp. 47-49; *Journal of the House*, 1852-1853, p. 99; Barnard's *American Journal of Education*, Vol. IV, p. 140.

Institutions for the blind were established in Indiana in 1847, in Illinois in 1849, and in Missouri in 1851; and the fifteen referred to in the text were provided for during the period from 1832 to 1853 inclusive.

During the session of the General Assembly in 1852-1853 it was suggested that a portion of the school land be appropriated for the benefit of the blind.

<sup>2</sup> *Report of the Overseers of the Blind Asylum*, in the *Journal of the Senate*, 1854-1855, Appendix, pp. 84-90; *Report of the Institution for the Instruction of the Blind*, pp. 5-11, in the *Iowa Legislative Documents*, 1857.

Mr. Samuel Bacon was also the founder of the school for the blind at Jacksonville, Illinois. — *Report of the Iowa Institution for the Education of the Blind*, p. 13, in the *Iowa Legislative Documents*, 1868, Vol. II.

Of those enrolled in 1854 eight were above twenty-one years of age, the oldest being twenty-nine, while all but one were above twelve. Only two were born in Iowa, both being from Lee County which furnished six of the twenty-three pupils.

<sup>3</sup> *Laws of Iowa*, 1854-1855, pp. 81, 82, 285; Shambaugh's *Messages and Proclamations of the Governors of Iowa*, Vol. II, p. 88; *Report of the Principal of the Institute for the Blind*, in the *Journal of the House*, 1856-1857, Appendix, pp. 725-730.

During the summer of 1856 Mr. Bacon in company with several pupils visited Iowa, Poweshiek, Cedar, Clinton, Scott, Jackson, and Dubuque counties for the purpose of "hunting the blind". Their public exhibitions were well attended and served as illustrations of what the school offered.

<sup>4</sup> *Report of the Trustees of the Institution for the Instruction of the Blind*, pp. 6, 7, 9, 11, in the *Iowa Legislative Documents*, 1857.

It was suggested by the trustees that since the State University had been permanently located by the Constitution of 1857 it would be advisable to establish the school for the blind near it in order that access might be had to its libraries.

In 1857 the Iowa school for the blind ranked lowest among the institutions of the country in the value of equipment. New York had a plant valued at \$150,000, Indiana one at \$100,000, Illinois one at \$80,000, and Missouri one at \$45,000, while Iowa had only \$6000 invested in its school — Barnard's *American Journal of Education*, Vol. IV, p. 140.

By an act passed in 1857 the principal of the school became ex officio a member of the governing board. — *Laws of Iowa*, 1856-1857, p. 63.

<sup>5</sup> Shambaugh's *Messages and Proclamations of the Governors of Iowa*, Vol. II, p. 49; *Laws of Iowa*, 1858, pp. 246, 247; *Report of the Commissioners of the Blind Asylum*, pp. 3-5, 7, in the *Iowa Legislative Documents*, 1860.

By the statute the commissioners were permitted to sell such portions of the forty acres as they might deem advisable and to apply the proceeds on buildings. Whether this fund was to be in place of the regular appropriation or in addition thereto the law does not specify. It may be noted that not long after this event Mr. Webb, the owner of the forty acres donated, declared in a letter to the Governor that he had been induced to part with his land on condition that he might have twenty acres back at his own price. — Letter on file in the Archives of the State.

During the legislative session of 1858 Ezekiel Clark of Johnson County presented a resolution of the City Council of Iowa City authorizing him to tender to the State, on behalf of the city, the "Female College now in process of erection" which when completed would be valued at not less than \$25,000. This offer, to be sure, was conditioned upon the permanent location of the institution for the blind or that for the deaf at Iowa City. — *Journal of the House*, 1858, p. 291.

<sup>6</sup> *Journal of the House*, 1860, pp. 63-65, 452; *Revision of 1860*, pp. 384, 385; *Laws of Iowa*, 1860, pp. 110, 111; *Iowa State Journal*, June 18, 1859, August 27, 1859, and October 8, 1859; *Report of the Iowa Institution for the Education of the Blind*, 1860, pp. 3-9.

<sup>7</sup> *Report of the Commissioner of the Blind Asylum*, pp. 1, 2, in the



*Iowa Legislative Documents*, 1862; *Report of the Iowa Institution for the Education of the Blind*, 1861, pp. 3-5; *The Iowa State Register*, December 4, 1861.

Mr. Bacon was distinguished for his energy and decision. Although blind he was well informed not only on matters of history but likewise in the current events. He moved about apparently as well as a seeing person. His work in Iowa was begun under discouraging circumstances, but he succeeded in spite of many obstacles. — *The Iowa School Journal*, Vol. III, pp. 91, 92.

## CHAPTER II

<sup>8</sup> *Report of the Commissioner of the Blind Asylum*, p. 1, in the *Iowa Legislative Documents*, 1864, Vol. II; *Report of the Iowa Institution for the Education of the Blind*, pp. 5-11, 13, in the *Iowa Legislative Documents*, 1864, Vol. II; *Laws of Iowa*, 1862, pp. 48, 195, 196; *Journal of the House*, 1864, p. 108.

By legislation enacted in 1862 salaries were established as follows: the principal could have no more than \$700 per year; the matron, \$250; men teachers, \$350; and women teachers, \$200. — *Laws of Iowa*, 1862, p. 175.

Mr. Eben Whiting of the Missouri Institution for the Blind was recommended to the Governor in 1861 for principal of the Iowa school by Professor Amos N. Currier, then on the faculty of Central University at Pella. About the same time a trustee informed Governor Kirkwood that pupils from the school who had visited him had said that the principal then employed must be removed or they would leave the institution. — Letters in the Archives of the State.

<sup>9</sup> *Laws of Iowa*, 1864, pp. 37, 57, 58; *Report of the Iowa Institution for the Education of the Blind*, pp. 5, 6, 8-11, in the *Iowa Legislative Documents*, 1866, Vol. II; *Report of the Committee to Visit the Iowa Institution for the Education of the Blind* in the *Journal of the House*, 1866, pp. 311, 313; Shambaugh's *Messages and Proclamations of the Governors of Iowa*, Vol. II, p. 338.

<sup>10</sup> *Report of the Iowa Institution for the Education of the Blind*, pp. 5, 6, 9, 11, 12, in the *Iowa Legislative Documents*, 1868, Vol. II; *Laws of Iowa*, 1868, pp. 129, 130.

In 1866 the maximum salary of the principal was fixed by law at \$700, and that of the teachers at \$500. — *Laws of Iowa*, 1866, pp. 36, 37.

<sup>11</sup> *Report of the Iowa Institution for the Education of the Blind*, pp. 5, 6, 12, 13, 14, 15, 17, 19, 23-25, in the *Iowa Legislative Documents*, 1870, Vol. II; *Shambaugh's Messages and Proclamations of the Governors of Iowa*, Vol. III, p. 282; *Laws of Iowa*, 1870, p. 80.

An act of 1870 requested county superintendents to report educable blind to the superintendent of the school.—*Laws of Iowa*, 1870, p. 31.

The editor of the *Iowa School Journal*, Abraham S. Kissell, mentions a visit to the school for the blind in 1869 during which he observed the operation of the work-shop. It was his opinion that this would have impressed "any true philanthropist favorably." The rapid and accurate solution of problems in advanced algebra was quite surprising. The apparatus employed in teaching science and telegraphy was exhibited, while the musical performances were very interesting.—*The Iowa School Journal*, Vol. X, No. 9, p. 283.

<sup>12</sup> *Report of the Institution for the Education of the Blind*, pp. 6, 7, 9-11, 12, 13-16, in the *Iowa Legislative Documents*, 1872, Vol. II; *Report of the Committee to Visit the Institution for the Blind*, pp. 4, 5, in the *Iowa Legislative Documents*, 1872, Vol. II.

Superintendent Knapp pointed out that "only a minimum quantity of apparatus" for the instruction of the blind had yet been manufactured. Indeed, there was no regular establishment where it could be ordered and much, therefore, depended upon the ingenuity of the officers in devising ways and means.

<sup>13</sup> *Laws of Iowa (Local)*, 1872, pp. 45, 46; *Report of the Iowa College for the Blind*, pp. 5, 11, 12, 16, 17, in the *Iowa Legislative Documents*, 1874, Vol. II; *Report of the Committee to Visit the Institution for the Blind*, p. 3, in the *Iowa Legislative Documents*, 1874, Vol. II; *Shambaugh's Messages and Proclamations of the Governors of Iowa*, Vol. III, p. 348.

In his concluding remarks at the conference for education in the South in 1913, Walter H. Page said that "Dr. Knapp let a flood of light on all this problem [teaching by demonstration]. I am not sure but that he was the greatest schoolmaster of the age."—*Bulletin No. 30* (United States Bureau of Education), 1913, p. 83.

### CHAPTER III

<sup>14</sup> *Report of the Iowa College for the Blind*, pp. 5, 7, 18-20, 26, 27-31, in the *Iowa Legislative Documents*, 1876, Vol. III; *Report of*

*the Committee to Visit the College for the Blind*, pp. 1, 2, in the *Iowa Legislative Documents*, 1876, Vol. III.

<sup>15</sup> *Report of the Iowa College for the Blind*, pp. 7, 15, 16, 20, 22, 26, in the *Iowa Legislative Documents*, 1878, Vol. II; *Report of the Committee to Visit the College for the Blind*, pp. 4-6, in the *Iowa Legislative Documents*, 1878, Vol. II.

<sup>16</sup> *Laws of Iowa*, 1878, p. 64; *Report of the Iowa College for the Blind*, pp. 7, 20-24, in the *Iowa Legislative Documents*, 1880, Vol. III; *Report of the Committee to Visit the College for the Blind*, pp. 4, 5, in the *Iowa Legislative Documents*, 1880, Vol. III.

The law required the district township secretary to report annually to the county superintendent giving the number of the deaf and dumb and the blind within his district, the name, age, and address of each one unable to obtain an education in the common schools of the township. — *Code of 1873*, p. 322.

<sup>17</sup> *Report of the College for the Blind*, pp. 7, 20, 21, in the *Iowa Legislative Documents*, 1882, Vol. II; *Report of the College for the Blind*, pp. 7, 8, 11-13, 15, 18-20, 29-31, in the *Iowa Legislative Documents*, 1884, Vol. II; Shambaugh's *Messages and Proclamations of the Governors of Iowa*, Vol. V, p. 121; *Laws of Iowa*, 1882, pp. 144, 152.

Dr. C. M. Hobby of Iowa City and Dr. E. H. Hazen of Davenport were the first oculists employed to visit the College for the Blind.

<sup>18</sup> *Laws of Iowa*, 1884, p. 126; *Report of the College for the Blind*, pp. 12, 16, 17-25, in the *Iowa Legislative Documents*, 1886, Vol. II.

In August, 1880, Retta Rath, a blind pupil and a member of the junior class, died at the institution. She left a bequest of \$500 to be expended at the discretion of the trustees for the benefit of her fellow pupils. The money was invested, and the proceeds were divided into four prizes—two literary and two musical—with an open contest for the same to members of the three higher classes.

<sup>19</sup> *Report of the College for the Blind*, pp. 7, 9-16, 18-29, 44-46, 57-61, in the *Iowa Legislative Documents*, 1888, Vol. II; *Report of the College for the Blind*, pp. 11, 12, in the *Iowa Legislative Documents*, 1890, Vol. II; *Laws of Iowa*, 1888, p. 226; Shambaugh's *Messages and Proclamations of the Governors of Iowa*, Vol. VI, p. 145.

Something of the cost of publications for the blind may be discovered from the following:

## 320 HISTORY OF EDUCATION IN IOWA

Point Readers — Nos. 6, 7, 8 — each.....	\$ 3.50
Raised Print — Butler's English Grammar (2 vols.).....	5.00
Hill's Rhetoric.....	3.50
English Dictionary (3 vols.).....	10.50
Colburn's Mental Arithmetic.....	3.00
Robinson's New Elementary Algebra (2 vols.).....	7.00
Swinton's Outlines of History (3 vols.).....	9.50
Point — Miss Yonge's Young Folk's History of France (2 vols.) .....	7.00
Raised Print — Perry's Introduction to Political Economy....	7.00
Virgil's Aeneid.....	3.50
Dana's Geological Story.....	3.50
Prescott's Conquest of Peru (4 vols.).....	14.00
Ivanhoe (3 vols.).....	10.50

### CHAPTER IV

<sup>20</sup> *Report of the College for the Blind*, pp. 14-21, 24, in the *Iowa Legislative Documents*, 1892, Vol. II.

The industrial home for adult blind was established in 1890 at Knoxville. Five commissioners, one of whom must be a woman, were to supervise the construction of buildings, to appoint officers, and to open and govern the institution. — *Laws of Iowa*, 1890, pp. 77-81.

<sup>21</sup> *Report of the College for the Blind*, pp. 7-11, 38, in the *Iowa Legislative Documents*, 1894, Vol. II.

From the time the school was established up to 1893 the total number admitted was 855. Of that number 71 had graduated, all of whom were not only self-supporting but were competing with those who were more fortunate. — *Report of Committee to Visit the College for the Blind*, pp. 4, 5, in the *Iowa Legislative Documents*, 1894, Vol. II.

<sup>22</sup> *Report of the College for the Blind*, pp. 7, 8, 13, 24-26, 30, 31, 33, 34, in the *Iowa Legislative Documents*, 1896, Vol. II; *Report of the College for the Blind*, pp. 8, 11, 13-15, 19, in the *Iowa Legislative Documents*, 1898, Vol. II; *Laws of Iowa*, 1896, p. 153; *Laws of Iowa*, 1898, p. 83.

After leaving the State the education of Linnie Haguewood was continued in the South Dakota school for the blind where a tutor under the supervision of her former special teacher, Mrs. Dora Donald Humbert, aided her. It is said that she continues her interest in

reading and various forms of fancy work and uses her voice in family conversation. Her letters, typewritten by herself, indicate fair accomplishment in composition. — From a letter of Mrs. Dora Donald Humbert, August 5, 1916.

<sup>23</sup> *Laws of Iowa*, 1898, p. 64; *Report of the Board of Control*, pp. 500-503, in the *Iowa Legislative Documents*, 1900, Vol. VI; *Report of the Board of Control*, pp. 82-84, in the *Iowa Legislative Documents*, 1902, Vol. V.

<sup>24</sup> *Laws of Iowa*, 1902, pp. 74, 75, 136; *Laws of Iowa*, 1904, p. 142; *Report of the Board of Control*, p. 58, in the *Iowa Legislative Documents*, 1904, Vol. VIII; *Report of the Board of Control*, p. 66, in the *Iowa Legislative Documents*, 1906, Vol. IV; *Report of the Board of Control*, p. 3, in the *Iowa Legislative Documents*, 1907, Vol. II; *Report of the Board of Control*, p. 3, in the *Iowa Legislative Documents*, 1909, Vol. II; *Report of the Board of Control*, p. 7, in the *Iowa Legislative Documents*, 1911, Vol. II. *Report of the Superintendent of the Iowa College for the Blind*, 1906, pp. 8, 9; *Report of the Superintendent of the Iowa College for the Blind*, 1908, p. 5; *Laws of Iowa*, 1909, p. 222.

<sup>25</sup> *Laws of Iowa*, 1909, pp. 79, 172; *Laws of Iowa*, 1911, pp. 157, 158; *Laws of Iowa*, 1913, p. 340; *Report of the Board of Control*, p. 3, in the *Iowa Legislative Documents*, 1911, Vol. II; *Report of the Iowa State Board of Education*, 1912, pp. 53-56; *Midland Schools*, Vol. XXVIII, pp. 163, 164.

At this time (1914) the institution for the blind offers the following high school course of five years above an elementary course of eight years. It is equivalent to a four-year course for seeing pupils:

#### *First Year*

First Semester	Second Semester
Algebra	Algebra
Rhetoric	Rhetoric
Ancient History	Ancient History
Typewriting	Typewriting

#### *Second Year*

Algebra	Algebra
Rhetoric	Elocution
Medieval History	Modern History
Civics	Physical Geography

*Third Year*

Plane Geometry	Plane Geometry
American Literature	American Literature
Beginning Latin	Beginning Latin
Physiology	Physiology

*Fourth Year*

Plane Geometry	Solid Geometry
English Literature	English Literature
Beginning Latin	Caesar, Book I
Physics	Physics

*Fifth Year*

Physics	Review Arithmetic
English Literature	Review Grammar
English History	American History
Caesar	Caesar

Regular outlined courses for the piano, the organ, harmony, musical form (third year of high school), musical history (fourth year of high school), vocal music, and a graded violin course are also submitted; while the industrial department reports the manufacture of not less than 5800 articles during the period ending June 30, 1914. — *Report of the College for the Blind*, 1914, pp. 11, 14-18.

## CHAPTER V

<sup>26</sup> Barnard's *American Journal of Education*, Vol. I, pp. 421-423, 433, 444.

The first institution of this character in the United States was organized by Rev. Thomas H. Gallaudet who was assisted by Laurent Clere, an educated deaf mute and a teacher in Paris, who had been induced to come to America by Mr. Gallaudet. In the effort to arouse the public interest these men were often accompanied by a class of pupils.

<sup>27</sup> *Laws of Iowa*, 1848-1849, p. 148.

It appears that the aid for which this law made provision was to be applied on the education of the applicant at some institution either state or private. It has been said that not to exceed ten were sent to Illinois and Wisconsin. — *The Annals of Iowa* (First Series), Vols. I-V, p. 955.

<sup>28</sup> *Laws of Iowa, 1854-1855*, pp. 133-135; *The Annals of Iowa* (First Series), Vols. I-V, pp. 955, 956.

<sup>29</sup> Barnard's *American Journal of Education*, Vol. I, p. 441; *The Annals of Iowa* (First Series), Vols. I-V, pp. 956, 957; *Report of the Iowa Institution for the Deaf and Dumb, 1855-1856*, p. 5; *Report of the Iowa Institution for the Deaf and Dumb, 1862-1863*, p. 5; *Laws of Iowa, 1854-1855*, p. 285; *Laws of Iowa, 1856-1857*, p. 64; *Laws of Iowa, 1858*, pp. 260, 261; *Laws of Iowa, 1860*, p. 35; *Minutes of the Board of Trustees* (State University of Iowa), Book A, p. 45.

The principal, Rev. W. E. Ijams, was the life of the institution during its formative period; he was constant in his endeavors to obtain action permanently establishing the school. In this he was disappointed and he retired in 1863 to become pastor of a local church.

He was interested in public education of all kinds and took an active part in the meeting of the State Teachers' Association in 1857. — Aurner's *History of Education in Iowa*, Vol. II, pp. 194, 195.

<sup>30</sup> Shambaugh's *Messages and Proclamations of the Governors of Iowa*, Vol. II, p. 49; *Report of the Board of Trustees of the State Institution for the Deaf and Dumb*, in the *Journal of the House, 1856*, Appendix, pp. 715-723, 724.

The ages of those admitted during the period covered by this report varied from nine to twenty-eight years. Twelve were over twenty. Nine were foreign born; thirteen were natives of Indiana; three, of Illinois; four, of Ohio; two, of Pennsylvania; two, of Kentucky; and one each of Virginia, Michigan, and Wisconsin; while nine were natives of this State.

<sup>31</sup> *Report of the Trustees of the Iowa Institute for the Deaf and Dumb*, pp. 3-7, in the *Iowa Legislative Documents, 1857*.

<sup>32</sup> *Report of the Trustees of the Iowa Institution for the Education of the Deaf and Dumb*, pp. 3-12, in the *Iowa Legislative Documents, 1859-1860*; Shambaugh's *Messages and Proclamations of the Governors of Iowa*, Vol. II, p. 165.

The editor of a local journal who had visited the institution for the deaf and dumb at Jacksonville, Illinois, expressed surprise at the attainment of the pupils and spiritedly commended the purposes of the people who were carrying on the campaign for the cause in this State. — *The Iowa Instructor*, Vol. I, p. 94.

Industrial work was not introduced in the first school for the deaf

and dumb until some six years after its organization, when a shoemaker, a cooper, a cabinetmaker, and a cutler were employed as instructors. — Barnard's *American Journal of Education*, Vol. I, p. 441.

<sup>33</sup> *Report of the Iowa Institution for the Education of the Deaf and Dumb*, 1861, pp. 3-10.

<sup>34</sup> *Report of the Trustees of the Deaf and Dumb Asylum*, pp. 3-5, in the *Iowa Legislative Documents*, 1864, Vol. II.

## CHAPTER VI

<sup>35</sup> *Report of the Trustees of the Deaf and Dumb Asylum*, pp. 3-9, in the *Iowa Legislative Documents*, 1864, Vol. II; Shambaugh's *Messsages and Proclamations of the Governors of Iowa*, Vol. II, p. 339; *Report of the Joint Committee to Visit the State University and Deaf and Dumb Asylum*, pp. 6, 7, in the *Iowa Legislative Documents*, 1864, Vol. II.

Mrs. Mary B. Swan had been a resident of Iowa City before her service in the Ohio school.

A personal appeal was made to Governor Kirkwood in 1862 to use his influence to prevent the removal of the school from the building then occupied in Iowa City since it would deprive a widow of her only means of support. — See letter from W. Emonds to Governor Kirkwood, in the Archives of the State.

<sup>36</sup> *Laws of Iowa*, 1864, pp. 57-59; *Report of the Iowa Institution for the Education of the Deaf and Dumb*, pp. 5-14, in the *Iowa Legislative Documents*, 1866, Vol. II.

<sup>37</sup> *Laws of Iowa*, 1866, pp. 146, 147; *Laws of Iowa*, 1868, pp. 146-150; Shambaugh's *Messsages and Proclamations of the Governors of Iowa*, Vol. III, p. 205; *Report of the Iowa Institution for the Education of the Deaf and Dumb*, pp. 9-18, in the *Iowa Legislative Documents*, 1868, Vol. II; *Report of the Visiting Committee to the Deaf and Dumb Asylum*, pp. 3, 4, in the *Iowa Legislative Documents*, 1868, Vol. II; *Journal of the Senate*, 1868, pp. 127, 256, 269, 285, 286, 535.

<sup>38</sup> *Report of the Commissioners to Locate the Institution for the Deaf and Dumb*, pp. 3-5, 8-12, 14, 15, in the *Iowa Legislative Documents*, 1868, Vol. II.

The special committee which examined the site selected by the Commission consisted of Senator Robert Smyth and Representatives Leonard F. Parker and P. G. Wright. They recommended the ac-



ceptance of a small addition to the eighty acres of land which citizens of the community (Council Bluffs) offered to furnish the State free of expense. — *Journal of the Senate*, 1868, p. 278.

<sup>39</sup> *Report of the Iowa Institution for the Education of the Deaf and Dumb*, pp. 6, 7, 9, 13-15, 16, 17, 19, 20-23, in the *Iowa Legislative Documents*, 1870, Vol. II; *Shambaugh's Messages and Proclamations of the Governors of Iowa*, Vol. III, pp. 282, 285; *Laws of Iowa*, 1870, p. 31.

Governor Merrill called attention to the fact that the commissioners were working without pay and recommended that they be compensated. General G. M. Dodge was made a member of the Commission in 1870, succeeding Dr. E. Honn, while the Governor was made a member ex officio.

Reverend Ijams maintained his interest in the institution by contributing books and equipment. For instance, it is noted that about 1869 he forwarded twenty-two volumes to the library and presented a first-class student's microscope, a field glass, and a collection of engravings. Fifteen years had passed since he had established his private school for the deaf and dumb with the hope that the State would soon assume responsibility for its control and support. In its first location it had grown from an enrollment of twenty to ninety.

#### CHAPTER VII

<sup>40</sup> *Laws of Iowa*, 1870, p. 79; *Report of the Iowa Institution for the Education of the Deaf and Dumb*, pp. 5-10, 14-20, in the *Iowa Legislative Documents*, 1872, Vol. II; *Report of the Joint Committee to Visit the Deaf and Dumb Asylum*, pp. 4-6, in the *Iowa Legislative Documents*, 1872, Vol. II.

Among the petitions relative to the location of the institution under consideration was one from citizens of Eldora enumerating the advantages of that community. Although sparsely populated, the region held resources of great value in stone, coal, soil, and water-power, while a standing inducement would be present in the fact that the Great Western Railroad passed through the county. Forty acres of land and a stone quarry were offered free to the State. — See the petition on file in the Archives of the State.

<sup>41</sup> *Laws of Iowa* (Public), 1872, p. 118; *Report of the Iowa Institution for the Education of the Deaf and Dumb*, pp. 5, 6, 12-14, 20, 21, in the *Iowa Legislative Documents*, 1874, Vol. II; *Report of the*

*Joint Committee to Visit the Institution for the Education of the Deaf and Dumb*, pp. 3, 4, in the *Iowa Legislative Documents*, 1874, Vol. II.

<sup>42</sup> *Laws of Iowa (Local)*, 1874, p. 49; *Report of the Iowa Institution for the Education of the Deaf and Dumb*, pp. 5, 6, 9, 11, 13-25, in the *Iowa Legislative Documents*, 1876, Vol. III. See also correspondence of Governor Carpenter in the Archives of the State.

The Clerc Society, a purely literary institution, conducted by students for experience in debate, in declaiming, and in the preparation of essays was mentioned in the report cited above. It was so named in honor of Laurent Clerc who came from Paris to assist Rev. Thomas Gallaudet at Hartford, in 1817, in the first instruction of the deaf and dumb in this country.

The litigation between the building commission and the contractor was not adjusted until 1875 when by the referees, R. S. Finkbine, Peter A. Dey, and S. A. Robertson, the contractor was awarded about \$21,000 and interest, a total of over \$27,000. — See the *Report of Commissioners for the Erection of Buildings for the Institution of the Deaf and Dumb*, pp. 5-7, in the *Iowa Legislative Documents*, 1876, Vol. III.

<sup>43</sup> *Report of the Iowa Institution for the Education of the Deaf and Dumb*, pp. 5-8, 13, 17, 18, in the *Iowa Legislative Documents*, 1878, Vol. II; *Report of the Joint Committee to Visit the Institution for the Deaf and Dumb*, pp. 5-8, in the *Iowa Legislative Documents*, 1878, Vol. II; *Laws of Iowa*, 1878, pp. 88, 124; Shambaugh's *Messages and Proclamations of the Governors of Iowa*, Vol. IV, p. 338.

Because of events which are mentioned in the text, only about one hundred pupils were present when the visiting committee reported and the facts submitted showed that the State was contributing just one dollar a day in cash for the support of each inmate in addition to the expenditures for buildings and personal property. When the entire enrollment of about one hundred and sixty were present, however, the cash cost was reduced to eighty-five cents per capita. At the same time at least twenty-five employees and instructors were provided with room, heat, board, and washing. That is to say, about seven-thirteenths of the expenditure was devoted to administration.

Before the new wing under construction was completed and accepted by the State a tornado destroyed a portion, for the loss of which the State, without any obligation, reimbursed the contractor. — *Laws of Iowa*, 1878, pp. 142, 143.

## CHAPTER VIII

<sup>44</sup> *Report of the Iowa Institution for the Education of the Deaf and Dumb*, pp. 7, 8, 10-16, in the *Iowa Legislative Documents*, 1880, Vol. III; *Report of the Joint Committee to Visit the Institution for the Deaf and Dumb*, p. 6, in the *Iowa Legislative Documents*, 1880, Vol. III; Shambaugh's *Messages and Proclamations of the Governors of Iowa*, Vol. V, pp. 40, 41; *The Iowa Normal Monthly*, Vol. II, p. 94. See also correspondence of Governor Gear in the Archives of the State.

The welfare of those admitted would be advanced, it was said, if the age limit was removed so that pupils might remain as long as they made creditable progress. It was pointed out that Ohio allowed an attendance of ten years; New York permitted twelve years; and some other States prescribed similar periods.

<sup>45</sup> *Laws of Iowa*, 1880, pp. 88, 89; *Report of the Iowa Institution for the Education of the Deaf and Dumb*, pp. 8, 10, 11, in the *Iowa Legislative Documents*, 1882, Vol. II; *Report of the Joint Committee to Visit the Institution for the Deaf and Dumb*, pp. 7-10, 12-15, in the *Iowa Legislative Documents*, 1882, Vol. II. See also letters to Governor Sherman in the Archives of the State.

Some authorities protested against the instruction in articulation, considering it a "waste of time".

A visitor to classes in 1880, after observing the work, said: "I mentally blessed the fate that allowed me to live in a country [where], and at a time when education is free to all, not even excluding the blind and the deaf."—*The Iowa Normal Monthly*, Vol. III, p. 264.

<sup>46</sup> *Report of the Iowa Institution for the Education of the Deaf and Dumb*, pp. 3, 8, 10, 14-23, 37, 39, in the *Iowa Legislative Documents*, 1884, Vol. II; *Report of the Joint Committee to Visit the Institution for the Deaf and Dumb*, p. 6, in the *Iowa Legislative Documents*, 1884, Vol. II; Shambaugh's *Messages and Proclamations of the Governors of Iowa*, Vol. V, p. 279; *Laws of Iowa*, 1880, p. 201; *Laws of Iowa*, 1882, pp. 101, 102; *Laws of Iowa*, 1884, pp. 82, 112, 113; *Laws of Iowa*, 1888, p. 113.

H. C. Hammond came to the school after fifteen years of practical experience, five of which years he had spent at the head of a State institution of this kind.

The course of study for the advanced classes in 1884 appears below:

*Ninth Year*

Language — Parley's Universal History completed. New forms of expression applied in writing.

Composition — Original essays.

Grammar — By diagrams.

Arithmetic — Through fractions.

Geography — Physical.

Moral Science.

*Tenth Year*

Language — Berard's History of England to the end of Henry VIIth's reign.

Composition — Essays on historical characters.

Grammar — Syntax.

Arithmetic — Decimals, Compound numbers and Percentage to Insurance.

Natural Philosophy — Well's.

*Eleventh Year*

Language — Berard's History of England finished.

Compositions — continued.

Arithmetic — Finished and reviewed.

Natural Philosophy — Well's finished.

Physiology — Text-book and charts.

Botany — Elementary text.

<sup>47</sup> *Report of the Iowa Institution for the Education of the Deaf and Dumb*, pp. 6-8, 12, 14-17, in the *Iowa Legislative Documents*, 1886, Vol. II.

During this biennium Dr. Edward Gallaudet, President of the institution at Washington, visited the Iowa school.

About this time the theory that the deaf and dumb might better be educated in the public schools while associating with hearing children, but being taught in special classes, was advanced by Dr. Graham Bell.

## CHAPTER IX

<sup>48</sup> *Journal of the House*, 1886, pp. 96, 97, 680; *Report of the Iowa Institution for the Education of the Deaf and Dumb*, pp. 7-10, 13, 16, 17, 20, 21, in the *Iowa Legislative Documents*, 1888, Vol. II; *Report of the Joint Committee to Visit the Institution for the Deaf and Dumb*, pp. 4-7, in the *Iowa Legislative Documents*, 1888, Vol. II.

In connection with the events, cited in these reports and elsewhere,

reference may be made to the petition presented to Governor Larrabee by fifteen children asking for the retention of Mr. and Mrs. Hammond in charge of the institution at the time. There are also a number of individual letters from children who present the same request. — See letters in the Archives of the State.

<sup>49</sup> *Report of the Iowa Institution for the Education of the Deaf and Dumb*, pp. 5, 9, 14, 18, 20, 21, 30, 32, 33, 79-82, in the *Iowa Legislative Documents*, 1890, Vol. II; *Laws of Iowa*, 1888, p. 168.

Reference has been made to an effort to establish a second institution of this kind in another part of the State. Letters relative to this subject were written to Governor Boies in 1890 by Mr. De Coursey French who urged that the "Eastern Iowa School for the Deaf" under his management should be made a State institution. He enrolled forty children at Dubuque, and there were branches at Cedar Rapids and Davenport. — See letters on file in the Archives of the State.

<sup>50</sup> *Report of the Iowa Institution for the Education of the Deaf and Dumb*, pp. 15-17, 24, 25, 27, 33, 34, in the *Iowa Legislative Documents*, 1892, Vol. II.

<sup>51</sup> *Laws of Iowa*, 1892, p. 90; *Report of the Iowa School for the Deaf*, pp. 11, 12, 23, 24, in the *Iowa Legislative Documents*, 1894, Vol. II.

<sup>52</sup> *Report of the Iowa School for the Deaf*, pp. 10-12, 19, 27, 29, 33-35, in the *Iowa Legislative Documents*, 1898, Vol. II.

<sup>53</sup> *Laws of Iowa*, 1898, pp. 44, 64; *Report of the Board of Control*, pp. 171, 595, in the *Iowa Legislative Documents*, 1900, Vol. VI; *Report of the Board of Control*, pp. 85, 430, in the *Iowa Legislative Documents*, 1902, Vol. V; *Report of the Board of Control*, pp. 59-62, 613, 619-624, in the *Iowa Legislative Documents*, 1904, Vol. VIII.

The details of the course of study taught by the combined method may be seen on pages 619-624 in the last report just cited. It had been fully revised up to the tenth grade.

<sup>54</sup> *Journal of the House*, 1904, pp. 712, 767, 909, 910; *Journal of the Senate*, pp. 209-212; *Laws of Iowa*, 1904, pp. 144, 149.

The teachers, officers, and employes, who through their efforts to protect the children had lost their own personal effects in the destruction of the building, were reimbursed without delay by act of the General Assembly.

<sup>55</sup> *Report of the Superintendent of the Iowa School for the Deaf*, 1906, pp. 1-3; *Laws of Iowa*, 1909, pp. 79, 172; *Laws of Iowa*, 1913, p. 255; *Report of the Superintendent of the School for the Deaf*, 1912, pp. 7, 8, 24; *Report of the Superintendent of the School for the Deaf*, 1914, p. 8.

All the laws relative to appropriations and changes in support have not been cited, nor have all acts that deal with charges for support of non-resident pupils been mentioned. A statute of 1906 granted to all the persons in such institutions the right to exercise religious worship as they might choose and permitted the representatives of all denominations to have access at suitable times. — *Laws of Iowa*, 1906, pp. 26, 27.

In 1917 the Iowa School for the Deaf and Dumb was transferred to the control of the State Board of Education. — *Laws of Iowa*, 1917, p. 176.

#### CHAPTER X

<sup>56</sup> *Laws of Iowa* (Extra Session), 1848, p. 95; *Journal of the Senate*, 1864, pp. 72, 282, 403, 497, 498; *Journal of the House*, 1864, p. 96; *The Annals of Iowa* (First Series), Vol. III, pp. 453-457; *Memorial in Relation to the Iowa Orphans' Home*, pp. 9-16, in the *Iowa Legislative Documents*, 1868, Vol. II; *The Iowa Instructor and School Journal*, Vol. VII, p. 24.

As originally constituted, the association under the name of the "Iowa State Orphan Asylum" included the following active members: Caleb Baldwin, Geo. G. Wright, Ralph P. Lowe, Samuel J. Kirkwood, William M. Stone, Jonathan W. Cattell, N. H. Brainerd, Chester C. Cole, Oran Faville, John R. Needham, S. S. Deming, Mrs. J. T. Hancock, Mrs. D. T. Newcomb, Isaac Pendleton, Mrs. L. B. Stephens, James G. Day, Mrs. Mary M. Bagg, Mrs. R. L. Cadle, H. C. Henderson, Mrs. Andrews, Mrs. Crandall, Mrs. C. B. Darwin, E. H. Williams, J. B. Howell, Mrs. Shields, Mrs. Annie Wittenmyer, Miss Mary Kibben, Miss M. E. Shelton, Elijah Sells, Dr. Horton, and C. Dunham. Among the names of the twelve trustees first selected appear also those of Mrs. Geo. G. Wright and Prof. T. S. Parvin. — *The Annals of Iowa* (First Series), Vol. III, pp. 453, 454.

In 1864 the Masonic Grand Lodge of Iowa voted \$100 annually for five years to the "Iowa Orphans Home". — *The Annals of Iowa* (First Series), Vol. II, p. 331.

In 1865, the Iowa State Teachers' Association adopted the following resolution: "Resolved, That we will in every possible way unite

our efforts in giving to soldiers' orphans a thorough education, and in preparing them for a manhood worthy of their sires.

"Resolved, That we regard it as the duty of the State — our common parent — to provide a place, which as far as possible shall have all the attractions of home, that those who become inmates may the better learn to respect and love the government making such provisions, and perpetually remind them of the honor in which their fathers are held." — *The Iowa Instructor and School Journal*, Vol. VII, p. 5.

<sup>57</sup> *Journal of the Senate*, 1866, pp. 297-302; *Journal of the House*, 1866, pp. 277-280, 589; *Laws of Iowa*, 1866, pp. 83-86; *Memorial in Relation to the Iowa Orphans' Home*, pp. 17, 18, 31, 33-40, in the *Iowa Legislative Documents*, 1868, Vol. II.

In the act of 1866 provision was made for the enumeration by the assessor of the children of deceased soldiers who had been in the service of the government. Accurate returns of the name, age, and sex of all such were to be made to the county board of supervisors.

<sup>58</sup> *Report of the Iowa Soldiers' Orphans' Home*, pp. 5-9, 18-20, 25-27, 29-32, in the *Iowa Legislative Documents*, 1868, Vol. II; *Report of the Committee to Visit the Orphans' Home at Glenwood*, pp. 2, 3, in the *Iowa Legislative Documents*, 1868, Vol. II; *Report of the Committee to Visit the Orphans' Home at Cedar Falls*, pp. 5, 6, in the *Iowa Legislative Documents*, 1868, Vol. II.

The home at Cedar Falls acknowledged the receipt of aid in goods amounting to about \$800 from Massachusetts.

The visiting committee which inspected the home at Cedar Falls in March, 1868, observed that the children were comfortably clothed, nearly all the garments being made at the institution; the food was plain but well cooked and a description of a day's variety was submitted: "For breakfast, beefsteak, potatoes, bread and butter. For dinner, soup and crackers. For supper, bread, butter and molasses." The buildings were not well furnished as shown by the report that "the beds well filled with straw, are very large, filling a bunk about five feet by six feet, and in each of these four little fellows are tucked side by side." — *Report of the Visiting Committee to the Soldiers' Orphans' Home*, pp. 5, 7, in the *Iowa Legislative Documents*, 1868, Vol. II.

A letter addressed to Governor Merrill in March, 1868, reveals some dissatisfaction with the situation in the Davenport home. In substance it read somewhat as follows: I being a member of this institution for some time feel that you are a friend to the homeless

and penniless. As a soldier's daughter I shall do all in my power, if pleas will to any good, in regard to the mothers supporting their children. Our dear fathers have been separated from their children by the cruel rebellion and now we cannot have the privilege of our mother's society. I have five little brothers and sisters who look to me for their protection and what can I do—nothing. Why cannot mothers who are just as capable as our friend here take their children and support them? I am sure it would save many bitter tears. I have faith to believe that we have many kind friends in the legislature who will do all in their power for us. Please reply and give me all the encouragement you can.—See letter in the Archives of the State.

<sup>59</sup> *Laws of Iowa*, 1868, pp. 83-85.

Comment on the sanitary condition of these homes in spite of the meagre equipment reveals the fact that among about nine hundred children not a single death had occurred for nearly a year.—*The Iowa Instructor and School Journal*, Vol. IX, p. 53.

## CHAPTER XI

<sup>60</sup> *Report of the Superintendent of the Orphans' Home* (Cedar Falls), pp. 3-5, in the *Iowa Legislative Documents*, 1870, Vol. II; *Report of the Iowa Soldiers' Orphans' Home*, pp. 5, 7, 8, 10, 11, 23, 30-32, 34, 35, 41, 42, 45, in the *Iowa Legislative Documents*, 1870, Vol. II; Shambaugh's *Messages and Proclamations of the Governors of Iowa*, Vol. III, pp. 290-292; *Report of the Joint Committee to Visit the Soldiers' Orphans' Home* (Cedar Falls), pp. 10-12, in the *Iowa Legislative Documents*, 1870, Vol. II; *Report of the Joint Committee to Visit the Soldiers' Orphans' Home* (Glenwood), pp. 3-5, in the *Iowa Legislative Documents*, 1870, Vol. II.

During the two years ending in 1869 the attendance at the Davenport home averaged five hundred and fifteen. Almost one thousand had been admitted since the institution had been established. Fifteen cottages, sheltering fifteen separate groups of about thirty members each, comprised the larger households and more than fifty persons were employed to care for these children. It should be remembered, however, that the average age of the more than five hundred children was less than eleven years, the oldest being seventeen and the youngest two. And the situation at the other two homes was doubtless very similar.

<sup>61</sup> *Report of the Iowa Soldiers' Orphans' Home*, pp. 7, 9, in the *Iowa Legislative Documents*, 1872, Vol. II; *Report of the Iowa Sol-*



*diers' Orphans' Home*, pp. 6, 7, 24, 25, 31, 34, 37, 39, in the *Iowa Legislative Documents*, 1874, Vol. II; *Report of the Joint Committee to Visit the Soldiers' Orphans' Homes* (Cedar Falls and Davenport), pp. 7, 8, in the *Iowa Legislative Documents*, 1874, Vol. II; *Report of the Joint Committee to Visit the Soldiers' Orphans' Home* (Glenwood), p. 4, in the *Iowa Legislative Documents*, 1874, Vol. III; Shambaugh's *Messages and Proclamations of the Governors of Iowa*, Vol. III, p. 353.

The Fourteenth General Assembly provided that the Board of Trustees should consist of one member from each county in which the homes were located and one from the State at large and by this act reduced the numbers of members. — *Laws of Iowa* (General), 1872, p. 77.

<sup>62</sup> *Journal of the House*, 1874, p. 555; *Journal of the Senate*, 1874, p. 369; *Laws of Iowa* (Local), 1874, p. 71; *Report of the Iowa Soldiers' Orphans' Home*, pp. 6, 9, 10, 13, 15, 17-19, 24, 26, 27, 30-32, 61, 66, 69-72, 100, 101, in the *Iowa Legislative Documents*, 1876, Vol. III; *Report of the Joint Committee to Visit the Soldiers' Orphans' Homes* (Cedar Falls and Davenport), pp. 1, 4, in the *Iowa Legislative Documents*, 1876, Vol. III; *Report of the Joint Committee to Visit the Soldiers' Orphans' Home* (Glenwood), p. 1, in the *Iowa Legislative Documents*, 1876, Vol. III.

Among the names of the thirteen children transferred from the Glenwood home to Davenport in 1875 appears that of William A. Sunday.

The following description of the diet at the Cedar Falls and Davenport homes in 1875 is of some interest:

#### Cedar Falls

*Breakfast* — Baked beans, boiled rice, hominy, salt fish, corn bread, fried mush, and pancakes, each once a week; beefsteak twice; hash three times, and potatoes four times; white and brown bread, butter and syrup daily.

#### *Dinner* —

*Monday* — Roast beef, baked potatoes, bread (white and brown).

*Tuesday* — Boiled beef and vegetables, bread as above.

*Wednesday* — Beef soup, potatoes, bread and pudding.

*Thursday* — Roast beef, vegetables and bread as above.

*Friday* — Stewed beans with beef and pork, bread as above.

*Saturday* — Stewed meat and vegetables, bread as above.

*Supper* — Bread, fried potatoes, biscuit (five times a week), graham

bread (once each week), cold meat, milk toast, cakes and pies (occasionally), butter, syrup, and sauce of dried or green fruit comprise the supper list.

Bread always in abundance, potatoes twice each day, and other vegetables in their season. Fruit, pickles and other acidulated food are plentifully supplied.

#### Davenport

##### *Breakfast —*

*Sunday and Wednesday* — Baked beans and Boston brown-bread, white bread, butter and pickles.

*Monday and Thursday* — Boiled thickened milk, bread and syrup.

*Friday* — Boiled potatoes, bread and butter and apples.

*Tuesday and Saturday* — Meat stew, bread and syrup.

##### *Dinner —*

*Sunday* — A cold dinner of bread and milk, butter, pie or cake, cheese, pickles, apples, and cold meat occasionally.

*Monday* — Vegetable soup, corn bread, white bread, butter, cold slaw or pickles, and apples.

*Tuesday* — Potato soup, mashed potatoes, pickles, bread and syrup.

*Wednesday and Saturday* — Hash, onions or other pickles, bread, butter and apples.

*Thursday* — Noodle soup, mashed potatoes, bread, syrup and apples.

*Friday* — Bean soup, cold slaw or pickles, corn bread, white bread, syrup, hominy or rice, and apples.

*Supper* — “On Sunday evenings a luncheon is sent to each cottage of plain cake and apples, (except for four months in the summer). On all other days in the week, the supper is bread and milk, with warm rusk once a week, corn meal mush once, corn bread once, and warm ginger-bread twice. Water is the drink for breakfast and dinner, and milk for supper. Graham bread is furnished for all, three times a day. In the winter, if milk is scarce, butter or syrup is used in its place, and fried mush in place of boiled thickened milk. The above is followed closely for eight months in the year. The variations from the diet list are as follows: During the four summer months vegetables are used freely in place of fruit. Apple sauce is used often in the winter and spring; pudding and fruit sauces are used in the spring of the year twice a week. Tomatoes, green corn, beets, peas, beans, and other vegetables from the garden, are used three times a week in their season. Squashes are used freely in the fall and winter. Canned

tomatoes, beet, tomato, and cucumber pickles and catsup are used freely during the winter.

The hour for breakfast is 6:30 A. M. in the summer, and 6:45 in the winter. Dinner, 12:15. Supper, 5:30 in the summer, and 5:15 in the winter."

<sup>63</sup> *Laws of Iowa*, 1876, pp. 76-78; *Report of the Iowa Soldiers' Orphans' Home and Home for Indigent Children*, pp. 5, 6, 9, 14, 15, 17, 18, 28, in the *Iowa Legislative Documents*, 1878, Vol. II.

Governor Carpenter suggested that the building at Glenwood might be used as a "safe retreat for chronic and harmless insane" or as an inebriate asylum—for the State would eventually provide one—or as an institution for the feeble-minded. At all events the building should not be permitted to fall into ruins.—Shambaugh's *Messages and Proclamations of the Governors of Iowa*, Vol. IV, p. 159.

## CHAPTER XII

<sup>64</sup> *Report of the Soldiers' Orphans' Home and Home for Indigent Children*, pp. 3-5, 7, 8, 10, in the *Iowa Legislative Documents*, 1880, Vol. III; *Report of the Committee to Visit the Orphans' Home*, pp. 3, 4, in the *Iowa Legislative Documents*, 1880, Vol. III.

For fourteen years or more the State had depended upon the buildings erected by the Federal government at Camp Kinsman. No direct appropriation for such improvements had ever been made, for the two brick cottages already built in 1880 were from savings out of the general support fund. This situation could not continue for the old equipment was worn out.

<sup>65</sup> Shambaugh's *Messages and Proclamations of the Governors of Iowa*, Vol. V, pp. 35-40; *Laws of Iowa*, 1880, pp. 134, 135; *Report of the Soldiers' Orphans' Home and Home for Indigent Children*, pp. 5, 6, 8, 11, 14, in the *Iowa Legislative Documents*, 1882, Vol. II.

In 1880 the old building used for dining hall, kitchen, and bakery was destroyed by fire, but owing to a consolidation of funds from several sources—due to economy in management and a small appropriation by the Executive Council—a permanent structure took its place.

<sup>66</sup> *Laws of Iowa*, 1882, pp. 93, 94; Shambaugh's *Messages and Proclamations of the Governors of Iowa*, Vol. V, p. 124; *Report of the Iowa Soldiers' Orphans' Home and Home for Indigent Children*,

pp. 5, 8, 9, 11, 12, in the *Iowa Legislative Documents*, 1884, Vol. II; *Report of the Joint Committee to Visit the Soldiers' Orphans' Home*, pp. 5, 6, in the *Iowa Legislative Documents*, 1884, Vol. II.

<sup>67</sup> Shambaugh's *Messages and Proclamations of the Governors of Iowa*, Vol. V, p. 340; *Laws of Iowa*, 1884, p. 117; *Laws of Iowa*, 1886, pp. 134, 167; *Report of the Iowa Soldiers' Orphans' Home and Home for Indigent Children*, pp. 6, 7, 9, 10, 11, 13, 14, 34, in the *Iowa Legislative Documents*, 1886, Vol. II; *Report of the Joint Committee to Visit the Soldiers' Orphans' Home*, p. 6, in the *Iowa Legislative Documents*, 1886, Vol. II.

<sup>68</sup> *Report of the Iowa Soldiers' Orphans' Home and Home for Indigent Children*, pp. 3, 9, 10, 11, in the *Iowa Legislative Documents*, 1888, Vol. II; *Report of the Iowa Soldiers' Orphans' Home and Home for Indigent Children*, p. 3, in the *Iowa Legislative Documents*, 1890, Vol. II; *Report of the Joint Committee to Visit the Soldiers' Orphans' Home*, pp. 3, 4, 6, 7, in the *Iowa Legislative Documents*, 1888, Vol. II; *Laws of Iowa*, 1888, pp. 107, 160, 161.

#### CHAPTER XIII

<sup>69</sup> *Report of the Iowa Soldiers' Orphans' Home and Home for Indigent Children*, pp. 3, 5-7, 12-14, in the *Iowa Legislative Documents*, 1890, Vol. II; *Report of the Joint Committee to Visit the Soldiers' Orphans' Home*, pp. 6, 7, in the *Iowa Legislative Documents*, 1890, Vol. II.

It was in 1889 that Davenport introduced manual training as a part of the public school curriculum and it may be inferred that this suggested some idea of its value in the institution. — See Aurner's *History of Education in Iowa*, Vol. II, p. 281.

<sup>70</sup> *Report of the Iowa Soldiers' Orphans' Home and Home for Indigent Children*, pp. 3-7, 9, 10, in the *Iowa Legislative Documents*, 1892, Vol. II; *Report of the Iowa Soldiers' Orphans' Home and Home for Indigent Children*, pp. 3-5, 6, 8, 11, 12, 16, in the *Iowa Legislative Documents*, 1894, Vol. II; Shambaugh's *Messages and Proclamations of the Governors of Iowa*, Vol. VI, pp. 120, 121.

The legislation of 1890 related solely to appropriations and \$30,000 to erect a main building was included. — *Laws of Iowa*, 1890, p. 107.

<sup>71</sup> *Laws of Iowa*, 1894, p. 136; *Report of the Iowa Soldiers' Orphans' Home and Home for Indigent Children*, pp. 7, 9, 15, 20, 23, in

the *Iowa Legislative Documents*, 1896, Vol. II; *Report of the Iowa Soldiers' Orphans' Home and Home for Indigent Children*, pp. 7, 8, 11, 19-22, in the *Iowa Legislative Documents*, 1898, Vol. II; Shambaugh's *Messages and Proclamations of the Governors of Iowa*, Vol. VI, pp. 314, 315, 367, 368.

In 1872 the State loaned to a private home for orphans, located at Andrew in Jackson County, \$5000 on ten years time without interest until due, the loan being secured by a mortgage on the property. Subsequently in 1882, 1888, and 1892 the time was extended until finally in 1896, after twenty-four years, the debt was cancelled and the mortgage released.

<sup>72</sup> *Code of 1897*, p. 919; *Laws of Iowa*, 1898, pp. 46, 64; *Report of the Board of Control*, pp. 165, 433, 434, 437, 438, in the *Iowa Legislative Documents*, 1900, Vol. VI; *Laws of Iowa*, 1904, pp. 108, 109.

Among the last acts of the Board of Trustees was the equipment of an industrial building for boys out of funds arising from the bequest of Mr. Baxter Whiting for the benefit of the institution.

<sup>73</sup> *Report of the Board of Control*, pp. 69, 81, in the *Iowa Legislative Documents*, 1902, Vol. V; *Report of the Board of Control*, pp. 49, 140, in the *Iowa Legislative Documents*, 1906, Vol. IV; *Laws of Iowa*, 1904, p. 147; *Laws of Iowa*, 1906, pp. 137, 138.

Upon retiring from the chairmanship of the Board of Control ex-Governor Larrabee placed a sum of money in the hands of his associates for the purchase of a pipe organ which should be installed in the new chapel at the Orphans' Home. This instrument costing nearly \$3000 was ready for use at the dedication of the new building in 1901.

<sup>74</sup> *Report of the Superintendent of the Iowa Soldiers' Orphans' Home*, 1906, pp. 10, 17, 18, 25, 32, 33, 1908, pp. 3-5, 15, 31, 40, 42, 43; *Laws of Iowa*, 1906, pp. 92, 93.

The work of the State agent in placing and supervising children during these years had involved the traveling of 30,000 miles.

The juvenile courts had committed thirty-five boys and nine girls to this institution prior to December 31, 1907. — *Report of the Board of Control*, p. 40, in the *Iowa Legislative Documents*, 1909, Vol. II.

<sup>75</sup> *Report of the Superintendent of the Iowa Soldiers' Orphans' Home*, 1910, pp. 10, 11, 18, 26, 44-46, 1912, pp. 4, 6, 7, 54; *Report of the Board of Control*, pp. 39, 40, in the *Iowa Legislative Documents*, 1911, Vol. II; *Laws of Iowa*, 1911, pp. 150, 151.

In 1912 the Superintendent suggested the scientific study of the children admitted with a view to determining their mental age. A competent psychologist, it was believed, should be employed to act for the Board of Control in the institutions under their charge.

<sup>76</sup> *Report of the Superintendent of the Iowa Soldiers' Orphans' Home*, 1914, pp. 3, 4, 6, 11, 23; *Register and Leader* (Des Moines), December 17, 1915, p. 14; *Supplemental Supplement to the Code of Iowa, 1915*, pp. 246, 247; *Report of the Joint Committee to Visit the Iowa Soldiers' Orphans' Home*, p. 3, in the *Iowa Legislative Documents*, 1896, Vol. II.

Under recent legislation a flat sum was granted for support and counties were made responsible for their proportionate share.

#### CHAPTER XIV

<sup>77</sup> *The Voice of Iowa*, Vol. II, p. 13, Vol. III, pp. 37, 38; *Journal of the House*, 1858, pp. 96, 276; *Shambaugh's Messages and Proclamations of the Governors of Iowa*, Vol. II, pp. 163, 164.

Although there were more than twenty reformatories for juveniles in this country prior to 1858 not more than six, it appears, were State institutions. Massachusetts had one for girls and one for boys, Connecticut one, Michigan one, New Hampshire one, and Ohio one. — *Report of the Commissioner of Education*, 1874, p. 820.

<sup>78</sup> *Journal of the House*, 1860, pp. 86, 256; *The Iowa Instructor*, Vol. I, p. 377; *Bulletin of Iowa Institutions*, Vol. II, p. 155; *Plea for a Reform School* (pamphlet), pp. 6-8, 14-16, 19, 20.

This information was secured through the submission of a questionnaire including ten items.

<sup>79</sup> *Shambaugh's Messages and Proclamations of the Governors of Iowa*, Vol. III, pp. 107-109; *Bulletin of Iowa Institutions*, Vol. II, p. 155; *Journal of the Senate*, 1868, pp. 125, 311-313, 420. See also a petition *To the General Assembly of the State of Iowa*, 1867, pp. 1-4, and *The Iowa Instructor and School Journal*, Vol. IX, p. 149.

In 1868, while the legislature was in session, the Christian Convention, of which Rev. Stephen N. Fellows was chairman, met in Des Moines. This body adopted a resolution asking for the immediate establishment of a reform school, and presented copies of this resolution to both houses. — *Journal of the Senate*, 1868, p. 214.

<sup>80</sup> *Laws of Iowa*, 1868, pp. 71-77; *Journal of the House*, 1868, p. 145; *Journal of the Senate*, 1868, pp. 205, 230, 306, 313.

<sup>81</sup> Jones's *The Quakers of Iowa*, pp. 215-218; *Memorial in Behalf of White's Manual Labor Institute*, pp. 1-4, in the *Iowa Legislative Documents*, 1868, Vol. II; *Journal of the Senate*, 1868, pp. 124, 125, 230, 236, 244, 306; *Report of the Committee to Visit Solferino Farm and White's Manual Labor School*, pp. 1-4, in the *Iowa Legislative Documents*, 1868, Vol. II.

By the provisions of the White will this land can not be sold. As late as June, 1915, a decision of the courts was sought to determine the function of the governing authority as defined in the will and to enforce its provisions. Nearly fifty pupils were in this institution, according to data reported in 1915.—*Register and Leader* (Des Moines), June 30, 1915.

#### CHAPTER XV

<sup>82</sup> *Laws of Iowa*, 1868, pp. 76, 77; *Report of the Iowa Reform School*, pp. 3-10, 12, 15, 17, 19-26, in the *Iowa Legislative Documents*, 1870, Vol. II.

In addition to the officers mentioned in the text there were three other members of the first Board of Trustees—J. D. Ladd, E. O. Clemans, and W. J. Moir. More than thirty years after their election Mr. Moir—a resident of Eldora—prepared for the State Board of Control a sketch of the institution which appeared in the *Bulletin of State Institutions*, Vol. II, 1900. He served as a trustee except for three years, until the institution was taken over by the Board of Control in 1898 and was intimately acquainted with all the incidents connected with the organization and permanent location of the school.

Mr. Parvin has been mentioned in connection with his labors for the Orphans' Home and he was well known for his public services. He was a member of the Constitutional Convention in 1857 and served for several years in the General Assembly.

Superintendent McCarty had been a successful supervisor of schools in this State and he remained at the head of the Boys' Reform School until 1875. It was he who formulated the system of grading which was retained in the school for many years after he had severed his connection with it.—See *Bulletin of State Institutions*, Vol. II, 1900, pp. 155, 157, 158.

<sup>83</sup> *Report of the Joint Committee to Visit the State Reform School*, pp. 3, 4, in the *Iowa Legislative Documents*, 1870, Vol. II; Shambaugh's *Messages and Proclamations of the Governors of Iowa*, Vol. III, pp. 295-297.

From the opening of the Reform School until November, 1869, twenty-two counties had committed one or more delinquents. More than half of those committed were charged with larceny, the charges against the remainder being distributed among eleven different offenses. Their ages ranged as follows: one was nine, two were ten, three were twelve, four were thirteen, six were fourteen, twelve were fifteen, nine were sixteen, eight were seventeen, and one was eighteen. Only fourteen of the number were born in Iowa the others coming from fourteen different States or countries. Twenty-eight were either orphans or half-orphans and only thirteen were from unbroken families.

<sup>84</sup> *Laws of Iowa*, 1870, pp. 20, 174; *Report of the Iowa Reform School*, pp. 4-7, 9, 10, 11, 17-21, 47, 49, in the *Iowa Legislative Documents*, 1872, Vol. II.

Eighty-five boys were present in November, 1871 — an increase in attendance of forty-six in two years. During this time there had been ninety-one commitments from thirty-three counties, half of the number received being between the ages of fifteen and seventeen. Again it was observed that fifty-four of the ninety-one came from broken families.

<sup>85</sup> Shambaugh's *Messages and Proclamations of the Governors of Iowa*, Vol. III, p. 357; *Report of the Joint Committee to Visit the State Reform School*, pp. 3, 4, in the *Iowa Legislative Documents*, 1872, Vol. II; *Laws of Iowa* (Public), 1872, p. 79.

## CHAPTER XVI

<sup>86</sup> *Laws of Iowa* (Public), 1872, pp. 133, 134; *Report of the Iowa Reform School*, pp. 5-8, 15-20, 21, 23-25, 45, 46, in the *Iowa Legislative Documents*, 1874, Vol. II; *Report of the Joint Committee to Visit the State Reform Schools*, p. 4, in the *Iowa Legislative Documents*, 1874, Vol. II.

During the two years 1871-1873 forty-five counties had sent one or more boys or girls to these schools. For the period one hundred and twenty-two boys and seventeen girls had been committed. Of the boys sixty-three had been guilty of larceny and thirty-nine were incorrigible. Only one girl was charged with larceny while ten were incorrigible. Nearly all the boys were from ten to seventeen years of age; all the girls but four were from fourteen to seventeen. When the committee mentioned above visited the boys' department in 1874 one hundred and sixty-five were present.



<sup>87</sup> Shambaugh's *Messages and Proclamations of the Governors of Iowa*, Vol. IV, pp. 60, 61, 151-154; *Laws of Iowa* (Public), 1874, p. 16; *Laws of Iowa* (Local), 1874, p. 56; *Laws of Iowa*, 1876, pp. 60, 61; *Report of the Iowa Reform School*, pp. 4-9, 11, 15, 17, 18, in the *Iowa Legislative Documents*, 1876, Vol. III; *Report of the Joint Committee to Visit the State Reform Schools*, pp. 1-3, in the *Iowa Legislative Documents*, 1876, Vol. III.

Letters to Governor Carpenter from authoritative sources are indicative of the public reports relative to the Reform School at Eldora. General N. B. Baker said that if these reports were true the institution needed reforming.

While the committee was engaged in its investigation in the summer of 1875, a member made inquiry concerning the provision for expenses which were not allowed until the next winter. Reference was made also to the faithfulness of Mrs. Deborah Cattell while engaged in this service. — See letters in the Archives of the State.

<sup>88</sup> *Report of the Joint Committee to Visit the Boys' Department of the State Reform School*, pp. 3-5, in the *Iowa Legislative Documents*, 1878, Vol. II; *Report of the Joint Committee to Visit the Girls' Department*, pp. 3-6, in the *Iowa Legislative Documents*, 1878, Vol. II; *Laws of Iowa*, 1876, pp. 30, 31, 151; *Report of the Iowa Reform School*, pp. 5-9, 21, 23, 24, 55, in the *Iowa Legislative Documents*, 1878, Vol. II.

<sup>89</sup> *Laws of Iowa*, 1878, pp. 87, 92, 93; Shambaugh's *Messages and Proclamations of the Governors of Iowa*, Vol. IV, p. 341; *Report of the Iowa Reform School*, pp. 3, 5-7, 10, 15-19, 50-52, 55, 60, 61, 62, in the *Iowa Legislative Documents*, 1880, Vol. IV; *Report of the Joint Committee to Visit the Boys' Department of the State Reform School*, pp. 6, 7, in the *Iowa Legislative Documents*, 1880, Vol. IV; *Report of the Joint Committee to Visit the Girls' Department*, pp. 4, 5, 7, in the *Iowa Legislative Documents*, 1880, Vol. IV; *Report of the Special Committee on the Removal of the Girls' Department*, pp. 3-5, 7-9, in the *Iowa Legislative Documents*, 1880, Vol. IV; *Bulletin of Iowa Institutions*, Vol. II, pp. 162, 163.

The actual class work in the boys' school in 1879 was as follows: there were 5 boys in the primary reading class, 21 in the first reader, 69 in the second, 43 in the third, and 37 in the fourth. There were 14 in numbers, 39 commencing subtraction, 59 commencing multiplication, 29 commencing division, 34 in practical arithmetic, 15 in descriptive geography, 10 in physical geography, and 45 in drawing.

The reports of the farmer, the gardener, and the "tailoress" for

this period (1877-1879) reveal the productive values of the labor of the boys. The farm of 760 acres aided materially in supporting the institution, the State appropriation being otherwise insufficient. The garden provided employment for many, while the boys in the tailor shop not only learned a trade but made and repaired nearly 4000 garments in a single year. The whole plant — farm and building — was valued at about \$130,000 in 1879.

## CHAPTER XVII

<sup>90</sup> *Laws of Iowa*, 1880, pp. 76, 167; *Report of the Iowa Reform School*, pp. 8-10, 32, 33, 37, 39, 71, 74, 77, 80, in the *Iowa Legislative Documents*, 1882, Vol. IV; *Report of the Joint Committee to Visit the Reform School for Boys*, pp. 3-6, in the *Iowa Legislative Documents*, 1882, Vol. IV; Shambaugh's *Messages and Proclamations of the Governors of Iowa*, Vol. V, p. 136.

During the period from 1879-1881, the boys' department had contributed to the support of the girls' department, without charge, the following: sixty pairs of shoes, sixty straw hats, two barrels of beans, and a consignment of fruit trees.

The limited allowance — about twenty-five cents a day for all purposes for each individual — would, with the income from the farm, maintain the boys, but it was not sufficient to properly support the girls. The most cramped economy had to be practiced.

A letter to Governor Gear from Superintendent Miles seems to relate to a personal inquiry concerning the boys who were in the school from outside the State. He reported eight boys who had been sent from New York to find homes. At the same time two girls from the same source were reported from their department. — See letter on file in the Archives of the State.

<sup>91</sup> *Report of the Iowa Reform School*, pp. 5-7, 47, in the *Iowa Legislative Documents*, 1884, Vol. IV; *Laws of Iowa*, 1882, pp. 89-91, 139.

<sup>92</sup> *Laws of Iowa*, 1884, p. 159; Shambaugh's *Messages and Proclamations of the Governors of Iowa*, Vol. V, p. 297; *Report of the Iowa Industrial School*, pp. 3-6, 8, 9, 14, 15, 27, 61, 63, 82, in the *Iowa Legislative Documents*, 1886, Vol. IV; *Report of the Joint Committee to Visit the Industrial School for Boys*, p. 5; *Report of the Joint Committee to Visit the Girls' Department*, pp. 6, 7, in the *Iowa Legislative Documents*, 1886, Vol. IV.

By the death of Mrs. Lewelling during this period, the girls' department lost its matron who for a time had been the superintendent. She had served the institution since the organization of this department and the commendation of her work from all sources was unstinted.

<sup>93</sup> *Report of the Iowa Industrial School*, pp. 6-9, 19, 50, in the *Iowa Legislative Documents*, 1888, Vol. III; *Report of the Iowa Industrial School*, pp. 7, 8, 34, in the *Iowa Legislative Documents*, 1890, Vol. III; Shambaugh's *Messages and Proclamations of the Governors of Iowa*, Vol. VI, pp. 46, 130, 131; *Report of the Joint Committee to Visit the Industrial School for Boys*, p. 5, in the *Iowa Legislative Documents*, 1888, Vol. III; *Report of the Joint Committee to Visit the Industrial School for Boys*, p. 4, in the *Iowa Legislative Documents*, 1890, Vol. III; *Laws of Iowa*, 1868, p. 72.

In 1887 Mr. Lewelling, who had been superintendent of the girls' department for the most of its history, left the State. In 1892 he was elected Governor of Kansas and served six years. He has been called the "first People's Party governor". His death occurred in 1900. — See *Collections of the Kansas State Historical Society*, 1911-1912, pp. 290, 405, 407, 408, 419, 423.

Mr. Cory, an experienced educator, succeeded Mr. Lewelling late in 1887 and, in the opinion of the trustees, both departments were under the best of supervision.

About 1889 letters advocating a woman's board of trustees for the girls' department and a woman superintendent came to Governor Larrabee, and it is apparent that concerted action on this matter had been arranged. For some time there had been a woman member of the board of trustees. In this connection the correspondence between Governor and Mrs. Larrabee and the children of more than one of the charitable institutions may be mentioned. The Christmas gifts and other remembrances of the Governor created an affectionate regard among the boys and girls. Letters in the handwriting of the children are among the correspondence of the Governor. For example, a boy writes: "I like to go to school I study Spelling Reading Arithmetic Physiology and History we study Music also, I am 12 years old, I am trying to be a good boy". Occasionally a father writes to the Governor to inquire how to send his boy to the Industrial School, for he is beyond the father's control and all the machinery of commitment is strange to the anxious parent. — See letters in the Archives of the State.

<sup>94</sup> *Report of the Iowa Industrial School*, pp. 7, 13, 16, 29, in the *Iowa Legislative Documents*, 1892, Vol. III; Shambaugh's *Messages and Proclamations of the Governors of Iowa*, Vol. VI, pp. 309-313, 361-367.

## CHAPTER XVIII

<sup>95</sup> *Laws of Iowa*, 1894, pp. 99, 100; *Report of the Iowa Industrial School*, pp. 7, 8, 13, 20, 21, 25, 26, in the *Iowa Legislative Documents*, 1894, Vol. IV; *Report of the Joint Committee to Visit the Industrial School for Boys*, p. 4, in the *Iowa Legislative Documents*, 1894, Vol. IV.

<sup>96</sup> *Report of the Iowa Industrial School*, pp. 6, 7, 16, 17, 18, 20-27, 31, 32, 38, in the *Iowa Legislative Documents*, 1896, Vol. IV; *Report of the Joint Committee to Visit the Industrial School for Girls*, p. 4, in the *Iowa Legislative Documents*, 1896, Vol. IV.

Of the two hundred and thirty-eight boys received in 1893-1895, not less than one hundred and seventy-five were natives of Iowa and only seven were foreign born. The remainder came from eighteen different States—Illinois providing ten and Missouri thirteen.

The joint committee from the legislature which visited the boys' department in 1896 was of the unanimous opinion that to commit boys for a stated time would destroy its usefulness as a reformatory. This conclusion was directly opposed to the recommendations of Governor Boies.

<sup>97</sup> *Laws of Iowa*, 1890, p. 81; *Laws of Iowa*, 1896, pp. 44, 45; *Laws of Iowa*, 1898, pp. 47, 64, 95; *Report of the Iowa Industrial School*, pp. 6-8, 11, 14, 15, 19, 21, 22, in the *Iowa Legislative Documents*, 1898, Vol. IV.

<sup>98</sup> *Report of the Board of Control*, pp. 108, 109, 172-176, 664, 678, 692, 702, 703, in the *Iowa Legislative Documents*, 1900, Vol. VI; *Laws of Iowa*, 1898, p. 47.

It was suggested by the Board of Control that little if any additional expense would be incurred in establishing a reformatory for those who could no longer be controlled in the institution, since the penitentiary building at Anamosa could be readily adapted to this purpose.

<sup>99</sup> Shambaugh's *Messages and Proclamations of the Governors of Iowa*, Vol. VII, p. 295; *Laws of Iowa*, 1900, pp. 75-77; *Laws of Iowa*, 1902, pp. 74, 115, 137; *Report of the Board of Control*, pp. 63, 88-90, 507, 524-527, in the *Iowa Legislative Documents*, 1902, Vol. V.

At the outbreak of the Spanish-American War fifty or more of the boys who had been trained in the military companies of the Industrial School enlisted. Several received commissions, while fifteen or more were members of military bands, having been members of the institution band during their training.

<sup>100</sup> *Report of the Board of Control*, pp. 691, 706, 708, 710, 711, 713-722, 730, in the *Iowa Legislative Documents*, 1904, Vol. VIII; *Laws of Iowa*, 1904, pp. 13, 147.

#### CHAPTER XIX

<sup>101</sup> *Report of the Board of Control*, p. 19, in the *Iowa Legislative Documents*, 1906, Vol. IV; *Report of the Superintendent of the State Industrial School for Boys*, 1905, pp. 2-4, 9, 10, 12, 19; *Report of the Superintendent of the State Industrial School for Girls*, 1905, pp. 2, 3, 14.

The greater part of the agent's time was given to the supervision of those paroled from the industrial schools. It should have been evident that one agent could not cover the field for three institutions.

<sup>102</sup> *Laws of Iowa*, 1906, pp. 93-96; *Laws of Iowa*, 1907, p. 193; *Laws of Iowa*, 1909, p. 171; *Report of the Superintendent of the State Industrial School for Boys*, 1906, pp. 8-10, 1910, pp. 3, 4; *Report of the Board of Control*, p. 28, in the *Iowa Legislative Documents*, 1907, Vol. II; *Report of the Board of Control*, p. 2, in the *Iowa Legislative Documents*, 1909, Vol. II.

In 1906 there were one hundred and fifty boys in homes who were reporting to the State agent. Their supervision required a large amount of traveling and it was soon seen that additional agents would be needed.

<sup>103</sup> *Report of the Board of Control*, p. 181, in the *Iowa Legislative Documents*, 1906, Vol. IV; *Report of the Board of Control*, p. 193, in the *Iowa Legislative Documents*, 1907, Vol. II; *Report of the Board of Control*, p. 224, in the *Iowa Legislative Documents*, 1909, Vol. II.

<sup>104</sup> *Report of the Superintendent of the State Industrial School for Boys*, 1906, p. 4, 1910, pp. 4, 16-18; *Bulletin of Iowa Institutions*, 1909, Vol. XI, pp. 22, 25.

In his last words to the quarterly conference of the Board of Control with the heads of the State institutions in March, 1910, Mr. John Cownie, the chairman, said: "No one regrets more than I do the unfortunate condition now existing at the Industrial School for

Girls at Mitchellville, an institution where there is so much opportunity to better the condition of the unfortunate girls who for lack of proper parental care have been more sinned against than sinning.' In the same connection he said: "In addition to an English education trades are now being taught at the Industrial School for Boys at Eldora, much more freedom is given the boys than formerly, cheerful faces have taken the place of downcast looks, and to me it seems that the less restraint and kinder the treatment the easier it is to govern the boys and inspire them with noble inspiration".—*Bulletin of Iowa Institutions*, 1910, Vol. XII, p. 137.

<sup>105</sup> *Report of the Board of Control*, pp. 4, 10, 11, 41, in the *Iowa Legislative Documents*, 1911, Vol. II; *Bulletin of Iowa Institutions*, 1910, Vol. XII, pp. 227, 228, 1911, Vol. XIII, p. 21; *Report of the Superintendent of the Industrial School for Boys*, 1910, p. 48; *Laws of Iowa*, 1911, pp. 152-154.

J. T. Harnett was the regular agent for the boys' department and Miss Katherine A. Hummer for the girls' department of the industrial schools.

<sup>106</sup> *Bulletin of Iowa Institutions*, 1912, Vol. XIV, pp. 123-128, 184-186; *Report of the Superintendent of the Industrial School for Boys*, 1912, pp. 2, 3, 47, 48; *Report of the Board of Control*, pp. 45, 46, in the *Iowa Legislative Documents*, 1913, Vol. II.

<sup>107</sup> *Laws of Iowa*, 1913, pp. 21, 254, 429; *Bulletin of Iowa Institutions*, 1912, Vol. XIV, pp. 187, 188, 1914, Vol. XVI, pp. 265, 266; *Supplemental Supplement to the Code of Iowa*, 1915, Chs. 8, 8-A; *Report of the Board of Control*, pp. 11, 12, 234, 235, in the *Iowa Legislative Documents*, 1915, Vol. II. *Report of the Superintendent of the Industrial School for Boys*, 1914, pp. 3, 4, 66-69.

Of the boys on parole in 1913, 26 were living with families in the country and 292 were thus placed in cities and towns, while one hundred and fifty-nine were employed on farms and thirty-one were working in the cities but were not living as members of families. No such data relative to the girls at that time is available. In 1914 there were twenty-three boys in country families and two hundred and fifty-one in homes in town. One hundred and thirty-one were working on farms and nineteen were employed in the cities. At the same time only two girls were being cared for in families in the country, thirty-six were in service in the country, twenty-four were living in families in towns, and eight were employed in the towns but not under home conditions. Conclusions from these data are obvious.

In May, 1915, there were one hundred and seventy girls in the five cottages at Mitchellville. A visitor at that time noted that the 19 negro girls had a cottage for their exclusive use. The ages of the one hundred and seventy ranged from eight to eighteen, and thirty-five were prepared to take high school work. In the domestic science department cooking constituted the instruction for five days in the week while Saturday morning was employed in sewing by hand. It was observed that "home life" was carefully planned — the entire farm being devoted to that one purpose. To assist Mrs. Lucy M. Sickels, the diligent superintendent, competent men were employed by the Board of Control. — See Manuscript Report of Miss Sara Hart.

## CHAPTER XX

<sup>108</sup> *Journal of the House*, 1876, pp. 129, 131; *Journal of the Senate*, 1876, pp. 438, 451; *Laws of Iowa*, 1876, pp. 145-148.

In 1873, when the second penitentiary was under construction at Anamosa a writer suggested that since it was not needed for the purpose designated it might better be used for the feeble-minded. The Illinois institution for the feeble-minded, having been established in 1865, had just issued its eighth annual report which seems to have led to the suggestion of the Iowa editor. — *The Annals of Iowa* (First Series), Vol. XI, pp. 399, 400.

<sup>109</sup> *Report of the Asylum for Feeble-Minded Children*, pp. 5-9, 11-14, 17-20, 22, 23, in the *Iowa Legislative Documents*, 1878, Vol. II.

The letters of Dr. W. S. Robertson and Dr. C. T. Wilbur are on file in the Archives of the State in the Historical Department, Des Moines, Iowa.

<sup>110</sup> Shambaugh's *Messages and Proclamations of the Governors of Iowa*, Vol. IV, p. 340; *Laws of Iowa*, 1878, pp. 168, 169; *Journal of the House*, 1878, pp. 631, 632; *Report of the Asylum for Feeble-Minded Children*, pp. 7, 10-12, 17-20, 33-36, in the *Iowa Legislative Documents*, 1880, Vol. III.

Fifty-five counties, outside of Mills, had sent from one to seven children each from the time of organization in September, 1876, to October 1, 1879. Mills County had furnished eleven. Of the total one hundred and sixty-seven three were from other States and eighteen were supported by parents or guardian.

<sup>111</sup> *Report of the Joint Committee to Visit the Asylum for Feeble-Minded Children*, pp. 6, 7, in the *Iowa Legislative Documents*, 1880,

Vol. III; *Report of the Special Committee to Consider Removal*, pp. 3-7, in the *Iowa Legislative Documents*, 1880, Vol. III.

The new Board of Trustees was composed of J. M. Hiatt of New Sharon, D. M. Baker of Chariton, and E. R. S. Woodrow of Glenwood. The visiting committee of three included Senator R. M. Haines, Representatives B. T. Seaman, and J. W. Hayden. The special committee of five was constituted as follows: Senators C. Hedges and John Russell and Representatives W. S. Russell, T. R. Stockton, and John F. Duncombe. It was the latter two who opposed the removal and it will be observed that both were from the western section of the State.

<sup>112</sup> Shambaugh's *Messages and Proclamations of the Governors of Iowa*, Vol. V, pp. 43, 44; *Laws of Iowa*, 1880, p. 157.

## CHAPTER XXI

<sup>113</sup> *Report of the Asylum for Feeble-Minded Children*, pp. 8-11, 14, 16-18, in the *Iowa Legislative Documents*, 1882, Vol. II; *Report of the Special Committee to Visit the Asylum for Feeble-Minded Children*, pp. 3-6, in the *Iowa Legislative Documents*, 1882, Vol. II.

During the biennium 1879-1881 there were twenty-three deaths in a population of less than two hundred. Of these ten were epileptics and throughout the record of this institution the percentage of loss by death is large and this is especially true among the class mentioned.

<sup>114</sup> Shambaugh's *Messages and Proclamations of the Governors of Iowa*, Vol. V, pp. 125-127; *Laws of Iowa*, 1882, pp. 41-43, 61, 62.

By this legislation the trustees were allowed a compensation of four dollars a day for time employed, and mileage equivalent to that of members of the General Assembly. Prior to this time they had served without pay.

<sup>115</sup> *Report of the Institution for Feeble-Minded Children*, pp. 7, 8, 10, 14-16, 22, 23, 25, in the *Iowa Legislative Documents*, 1884, Vol. II; *Report of the Joint Committee to Visit the Institution for Feeble-Minded Children*, pp. 3-7, in the *Iowa Legislative Documents*, 1884, Vol. II.

Superintendent F. M. Powell agreed with the visiting committee in its views relative to the instruction and in fact had suggested many improvements which could not be carried out thus early in the development of the work, nor until the proper equipment in land, buildings, and apparatus had been provided.

<sup>116</sup> *Laws of Iowa*, 1884, p. 152; *Report of the Institution for Feeble-*



*Minded Children*, pp. 5, 8, 11, 12-15, 16, 17, 19-23, in the *Iowa Legislative Documents*, 1886, Vol. II; *Report of the Joint Committee to Visit the Institution for Feeble-Minded Children*, pp. 4, 5, in the *Iowa Legislative Documents*, 1886, Vol. II.

The Association of American Institutions for Idiotic and Feeble-Minded Persons met at Glenwood in October, 1884. Superintendent of Public Instruction John W. Akers, in addressing the meeting said: "We have been so much absorbed here in Iowa in caring for the well and the strong, that it has scarcely yet occurred to our people that we owe a sacred duty to the sick mentally. . . . We have consecrated over twenty thousand of our best young people to the work of teaching, but all this has been done for those whose minds are as bright and as clear as stars. . . . the neglect of this unfortunate class has been owing rather to thoughtlessness, and to ignorance of the great number and the crying needs of feeble-minded children, rather than to a lack of sympathy, or stolid indifference. Now that we have been informed of these things, I feel that I can say for the people of Iowa that in the future they will measure up to their duty and privilege in this matter."

<sup>117</sup> *Report of the Institution for Feeble-Minded Children*, pp. 12, 13, 15-19, 22-25, 28, in the *Iowa Legislative Documents*, 1888, Vol. II; *Report of the Institution for Feeble-Minded Children*, pp. 7-9, 11, 15-25, in the *Iowa Legislative Documents*, 1890, Vol. II.

Dr. Robertson, who was among the first, if not the first, to become interested in the establishment of this institution, assisted in securing the original legislation, and became a member of the first board of trustees, died about 1887.

<sup>118</sup> *Report of the Institution for Feeble-Minded Children*, pp. 7, 10-12, 14-21, 27, in the *Iowa Legislative Documents*, 1892, Vol. II; *Report of the Institution for Feeble-Minded Children*, pp. 7-9, 13-15, in the *Iowa Legislative Documents*, 1894, Vol. II; *Report of the Joint Committee to Visit the Institution for the Feeble-Minded*, pp. 3, 4, in the *Iowa Legislative Documents*, 1894, Vol. II.

In June, 1891, the distribution of the population was as follows: in school 176, at work 51, sick 10, in the asylum department 209, at home temporarily 11.

The trustees in 1892 asked for an appropriation of over \$90,000. This included \$50,000 to erect a building for the custodial department. Less than one third of the amount was granted. *Laws of Iowa*, 1892, p. 124.

<sup>119</sup> *Report of the Institution for the Feeble-Minded*, pp. 7-9, 15-17, 23, 24, 27, 38, in the *Iowa Legislative Documents*, 1896, Vol. II, *Shambaugh's Messages and Proclamations of the Governors of Iowa*, Vol. VII, pp. 35-38; *Report of the Joint Committee to Visit the Institution for the Feeble-Minded*, pp. 3-5, in the *Iowa Legislative Documents*, 1896, Vol. II.

During the two years 1893-1895 there were forty deaths in an average population of about five hundred. Of the sixty-three discharged all but eleven were improved.

<sup>120</sup> *Report of the Institution for the Feeble-Minded*, pp. 8-12, 17, 18, 24, 25, in the *Iowa Legislative Documents*, 1898, Vol. II; *Laws of Iowa* (Extra Session), 1897, p. 21; *Laws of Iowa*, 1898, pp. 47, 64.

## CHAPTER XXII

<sup>121</sup> *Report of the Board of Control*, pp. 177, 178, 635, 637, 638, 642-644, 651, 652, in the *Iowa Legislative Documents*, 1900, Vol. VI; *Report of the Board of Control*, pp. 24, 25, 473, 484, 488, 492, in the *Iowa Legislative Documents*, 1902, Vol. V; *Bulletin of Iowa Institutions*, Vol. IV, p. 84.

From June, 1899, to June, 1901, there were two hundred and eighty-one admissions and one hundred and seventy-nine dismissals. Of the latter ninety-eight were returned to their homes. There were sixty-two deaths.

<sup>122</sup> *Laws of Iowa*, 1902, pp. 73, 136, 137; *Laws of Iowa*, 1909, p. 171; *Code of 1897*, p. 920; *Report of the Board of Control*, pp. 3, 663, 666, 667, 673, 676, in the *Iowa Legislative Documents*, 1904, Vol. VIII.

<sup>123</sup> *Report of the Superintendent of the Institution for Feeble-Minded Children*, 1910, pp. 5, 11, 14, 15-18.

<sup>124</sup> *Report of the Superintendent of the Institution for Feeble-Minded Children*, 1912, pp. 11, 12, 14, 16, 21, 22, 33, 43, 45, 46 (opposite); *Report of the Superintendent of the Institution for Feeble-Minded Children*, 1914, pp. 1-3, 9, 48; *Laws of Iowa*, 1913, pp. 21, 22, 257, 333; *Supplemental Supplement to the Code of Iowa*, 1915, Sec. 254-K; *Report of the Board of Control*, 1914, p. 603.

For the period ending in 1912 there were 402 admissions; 257 were discharged—the most of them being benefited; and there were 101 deaths. The institution for epileptics was opened at Woodward, September 3, 1917.

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